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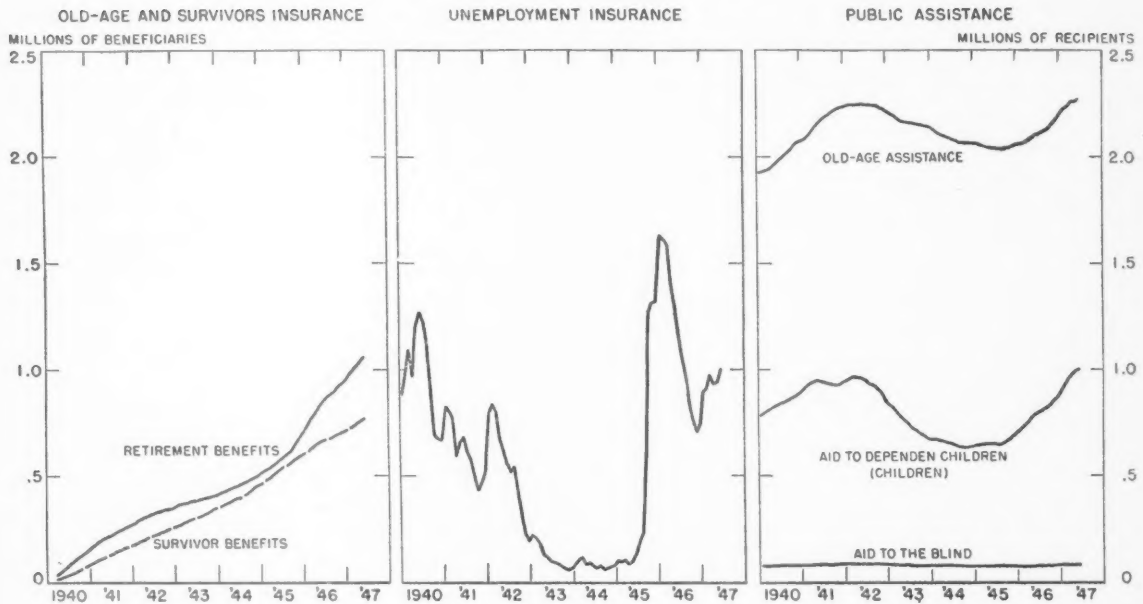
*Changes in Resources of Beneficiary Groups in  
St. Louis*

*Factors Influencing Trends in Employment of  
the Aged*

FEDERAL SECURITY AGENCY  
SOCIAL SECURITY ADMINISTRATION  
WASHINGTON, D. C.

# Social Security Operations\*

## INDIVIDUALS RECEIVING PAYMENTS



## SOCIAL SECURITY PAYMENTS



\*Old-age and survivors insurance, beneficiaries actually receiving monthly benefits (current-payment status) and amount of their benefits during month; unemployment insurance, average weekly number of beneficiaries for the month and gross benefits paid during the month under all State laws; public assistance, recipients and payments under all State programs.



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# Social Security Bulletin

Volume 10

August 1947

Number 8

## Social Security in Review

### The Month of July

Business activity continued on a very high level through July, and there was no indication of an approaching downturn in nonagricultural employment. Despite the promising outlook for the immediate future, however, recent economic trends were of serious concern. Two developments were particularly disturbing: the new wave of rising prices—especially in the group of “28 basic commodities,” which are most sensitive to changes in business conditions—and the decline in manufacturing production.

Even if these developments were purely temporary, they marked a slowing down in the progress of this country's economic readjustment. Continuation of this readjustment—liquidation of the postwar boom—implies falling prices and rising productivity of labor. Progress in this direction has been interrupted by a sudden rise in inflationary pressures bolstered by the increased demand for American products abroad, deteriorating outlook for the next harvest, international frictions, and the recent increase in wage rates in coal mining and the iron and steel industry. Temporary shortages of raw materials and parts contributed to those pressures by slowing down the flow of finished goods to consumers.

These new developments hardly affected the level of employment in July. Unemployment is now concentrated in industries that are passing through the process of liquidating their overexpansion at the beginning of reconversion. The sorest point has been the textile and clothing industries, especially those producing women's apparel, which have, however, already covered a large part of the road back to normalcy and are climbing out of the slump. Develop-

ments in the women's apparel industries are characteristic of what has occurred or is yet to take place in other industries.

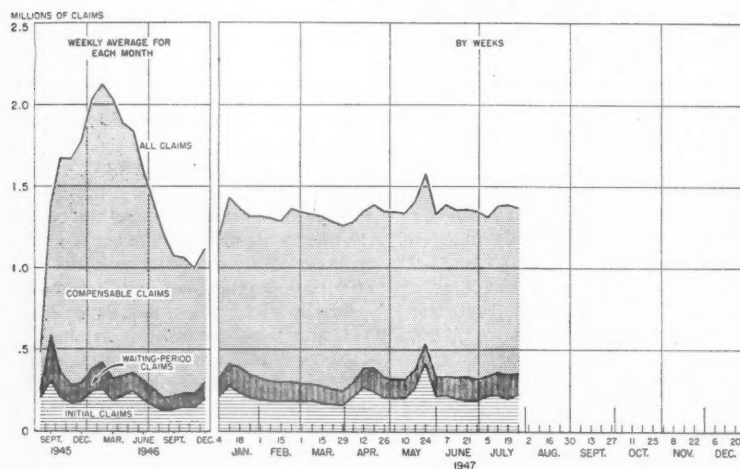
Because of the rise in earnings of working women, these industries were fairly busy during the war. Their combined production index rose from 100 in 1939 and 1940 to 119 in 1942 and 143 in the following year. Under the impact of shortages of materials and labor, it dropped in 1944 and reached a low point of 94 in the second quarter of 1945. In March 1946, it soared to 193. That steep rise after the end of the war was to be anticipated, but production could not, of course, be maintained at that level. Because of the growth of pop-

ulation and higher level of consumption, the present demand for clothing may be 30 to 40 percent higher than before the war, but it could not be expected to remain 93 percent over the prewar level—which explains the contraction of those industries in the second half of the year. In December 1946 the combined index dropped to 111, and in many lines of production the output fell below the prewar mark. This reaction to the immediate postwar overexpansion was precipitated by the reluctance of consumers to pay prices which in their opinion were not justified by the quality of the product. The drop in production was only temporary, however. A revival developed in the early spring, and production indexes now are approaching the levels at which they can be stabilized. This type of readjustment,

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Number of claimants for unemployment benefits, August 1945-July 26, 1947



taking place in one industry after another over a considerable period of time, has caused unemployment insurance claims loads to remain at relatively high levels despite the low volume of unemployment.

During July, unemployment insurance operations were characterized by only minor fluctuations in the weekly numbers of initial, waiting-period, and compensable claims.

Week ended—	Initial claims	Waiting-period claims	Compensable claims
June 7.....	223,734	112,111	1,051,969
June 14.....	199,027	132,864	1,027,345
June 21.....	190,896	144,432	1,025,381
June 28.....	189,403	132,254	1,027,133
July 5.....	219,345	118,341	974,985
July 12.....	224,619	134,365	1,031,873
July 19.....	196,210	149,026	1,043,837
July 26.....	224,968	129,675	1,014,016

The July average of 216,000 initial claims per week was higher than the annual averages for 1939 and 1940 (188,000 and 214,000), when unemployment was much heavier than now. On the other hand, the average weekly number of continued claims (1,149,000) was lower than in 1940 (1,282,000) despite the fact that since 1940 many States have increased the potential duration of benefit payments. These figures indicate that comparatively large numbers of workers covered by State unemployment insurance are laid off each week but

a large proportion go back to, or find, jobs before the end of the waiting period and others remain unemployed for relatively brief spells. Such a pattern of unemployment is not surprising in an economic system undergoing considerable readjustment on a high level of industrial activity.

### June in Review

Civilian employment in June reached a total of more than 60 million, according to estimates of the Bureau of the Census, while the influx of boys and girls into the labor market for the vacation period caused unemployment to rise from 1,960,000 to 2,555,000. Large-scale shifts in the labor force and continuance of lay-offs in some industries whose postwar production has not yet stabilized kept claims and benefits in the State unemployment insurance systems at comparatively high levels. Yet the seasonal revival apparently predominated over the large-scale lay-offs. The weekly number of both initial claims—adjusted for the beginning of new benefit years in several States—and of waiting-period claims declined slowly from the first half of May to early June in all parts of the country. The total number of continued claims rose from May to June, on the other hand. The increase was due partly to administrative factors but mainly to increases in about half

the Eastern States, especially those manufacturing nondurable goods. The increases were sufficient to more than offset declines in 34 other States. For the first time since July 1946 the average weekly number of beneficiaries went just above a million, and benefit expenditures rose for the fourth consecutive month, amounting to \$73.6 million as against \$72.3 million in May. In June 1946, on the other hand, disbursements totaled \$93 million and payments went to a weekly average of 1,174,000 beneficiaries.

UNDER OLD-AGE AND SURVIVORS insurance, more than 1.8 million persons were receiving current payments at the end of June at a monthly rate of \$35.1 million. A year earlier, at the end of the fiscal year 1945-46, monthly benefits of \$28.2 million were being paid to 1.5 million beneficiaries.

Awards of monthly benefits during the second quarter of 1947 were 15 percent above the number in the preceding quarter but slightly less than in the second quarter of 1946. The decrease came in awards of primary and wife's benefits, since more survivor benefits of all types were awarded, particularly parent's benefits, for which eligibility requirements were liberalized under the 1946 amendments.

IN JUNE, for the first time in the history of the program, the number of children receiving aid to dependent children passed the million mark. Slight increases occurred also in the case loads of the other two assistance programs under the Social Security Act; the number of aged recipients reached an all-time high, and the number of persons receiving aid to the blind was almost at the September 1942 peak. The amount of payments under each of the three programs also increased slightly. The number of recipients and amount of payments under general assistance, on the other hand, continued their decline of the 2 preceding months. Payments under all four programs during June increased about \$392,000 from the May total to more than \$122 million; for June 1946, payments totaled \$94.7 million.

## Changes in the Resources of Beneficiary Groups in St. Louis

By Lelia M. Easson\*

IN THE LATE SPRING OF 1944, representatives of the Bureau of Old-Age and Survivors Insurance called for a second time at the homes of a group of old-age and survivors insurance beneficiaries in St. Louis. This resurvey came 2½ years after the first survey<sup>1</sup> and approximately 4 years after the persons visited had become entitled to benefits. It was made to determine what changes had occurred in the resources of the aged and the widowed with the passage of time and how these groups had been affected by the heavy wartime demand for labor.

The information from the survey shows that, on the whole, the dollar incomes of beneficiaries were larger in 1944 than they had been in 1941. The various beneficiary types differed widely, however, in the extent to which their incomes had risen. The men with nonentitled wives and the widows with entitled children had the greatest proportionate gains in dollar income. The percentage increase in the median income of nonmarried men, female primary beneficiaries, and aged widows was smaller, but not as small as that for couples with the wife entitled. Despite the increases, the incomes of most of the beneficiary groups were still relatively low. Of the aged beneficiaries with no earnings in either survey year, the majority had about the same dollar incomes in each year.

The improvement in income occurred chiefly because of increased employment opportunities during the war; many had more earnings in the resurvey year. Independent income from such relatively permanent sources as rents, stocks, bonds, and other assets showed some increase on the average, but this change was only

a minor factor in the gain in average total income. Public assistance payments were considerably higher in most instances, but, except for women primary beneficiaries, there was no substantial increase in the proportion receiving assistance. Gifts and allowances from servicemen and women also accounted for some of the total gain. Average income from all other sources, including old-age and survivors insurance, had declined somewhat.

The rise in the cost of living, however, had an important effect on the real income of the beneficiaries. When this change is taken into account, from a third to two-thirds of the beneficiary groups of the several types were in less favorable economic circumstances in the resurvey year than they had been in 1941. Real incomes were larger, nevertheless, for half or more of two groups—the men with nonentitled wives and the widows with entitled children. Roughly a fourth of the beneficiaries of other types had higher real incomes.

Almost three-fourths of the aged widows resurveyed in St. Louis and almost half the beneficiaries of each of the other types shared households with relatives. Many of these beneficiaries probably benefited materially from the increases in the incomes of the relatives. It was found, however, that while a few beneficiary groups had combined households with relatives in the period between the first and second surveys, a larger number had dissolved such joint living arrangements.

The two beneficiary types with the largest average increase in income (men with nonentitled wives and widows with children) apparently had been able, on the average, to reduce their debts or to save a little during the intervening period. For beneficiaries of other types, on the average, the net worth was no higher, and it was possibly lower, than at the time of the first interview if unrealized profits are discounted.

The major changes in the resources

of these beneficiaries probably were peculiar to a period of industrial expansion characterized by full employment. In a period of stable or declining employment, the changes in the circumstances of the beneficiaries no doubt would have been considerably different. At the time of the second interviews, held about a year before the surrender of Germany, some aged persons who had been working were already being separated from employment, while others were complaining that the work they did was too hard for them; some said they continued to work because they needed the money, and others only because their employers needed their services. Nearly two-thirds of the aged primary beneficiaries, however, did not work or, if they worked, earned no more than \$150 during the year.

Table 1.—Reasons for eliminating 301 beneficiary groups from the analysis of change in resources<sup>1</sup>

Reason for elimination	Number of groups
Total number of beneficiary groups included in the 1941 survey.....	804
Included in the analysis of change.....	503
Eliminated from the analysis of change..	301
Benefits in force.....	208
Not revisited.....	61
Address unknown.....	3
Not at home on successive visits.....	5
Moved from city or living on rural routes.....	41
Temporarily away from St. Louis.....	6
Too ill to be interviewed.....	6
Information refused or inadequate.....	23
Schedules incomplete.....	5
Refused interview.....	7
Unaccountable change in assets.....	11
Change in type of beneficiary group <sup>2</sup> .....	124
Current widow remarried.....	11
Beneficiary child not in mother's care.....	1
Entitled child of primary beneficiary with nonentitled wife became 18.....	16
Nonentitled wife became entitled.....	50
Male primary beneficiary married.....	4
Male primary beneficiary died, leaving entitled widow.....	26
Male primary beneficiary died, leaving widow and child.....	1
Entitled wife died, leaving male primary beneficiary.....	11
Nonentitled wife died, leaving male primary beneficiary.....	4
Benefits terminated.....	93
Beneficiary died, no entitled survivor.....	72
Last or only beneficiary child attained age 18.....	21

<sup>1</sup> Data are for a survey year ended October-November 1941 and a second survey year ended April-June 1944.

<sup>2</sup> A change in the number or identity of persons in beneficiary groups consisting of a widow and entitled children was not a cause for elimination.

\*Bureau of Old-Age and Survivors Insurance, Analysis Division.

<sup>1</sup> Summarized as part of the study of beneficiaries in 7 cities in the *Bulletins* of July 1943 and January, April, September, and November 1945. See also the *Bulletin* for January 1946, "Costs of Medical Care of Old-Age and Survivors Insurance Beneficiaries in St. Louis and 12 Ohio Cities."

Under conditions of moderate or large-scale unemployment, it is likely that, on the average, the income of aged beneficiaries from earnings would decline over a 2½-year period. In such circumstances, also, it is likely that a much larger number would have applied for public assistance. In a period of industrial stability or contraction, some assets would have had a lower market value and brought a smaller income return than under wartime conditions. Possibly, however, the proportion of beneficiaries living with relatives would not have been widely different. Some "doubling up" occurred in the wartime period of housing shortage as well as in the less prosperous year of 1941. Similarly, other factors affecting the proportion of beneficiaries living with relatives, such as the departure of sons and daughters for military service or war employment, and the return home of daughters in the absence of husbands, tended to offset each other.

The first St. Louis survey, made in November and December 1941, included 804 beneficiaries of the major benefit types who were awarded benefits in 1940.<sup>2</sup> The original sample covered about half the beneficiary groups in St. Louis who were awarded benefits in 1940. In the resurvey, which commenced in May 1944, the group comprised as many of the 804 beneficiary groups as were currently entitled to benefits and could be interviewed in St. Louis. In all, 301 of the beneficiary groups covered in the first survey were not revisited or for various other reasons have been omitted from the present analysis (table 1). Of the original 804 beneficiary groups, 8 percent were not interviewed a second time because they were away from the city, either permanently or temporarily, or because the primary beneficiary or widow was too ill to be interviewed, although payments were still being made on the account. Another 3 percent of the beneficiaries either refused information or gave information inadequate for analysis. In the case of 12 percent of the bene-

fiary groups, benefits had been terminated either because the beneficiary interviewed in 1941 had died leaving no entitled survivor or because a

last or only beneficiary child had attained age 18. In 15 percent of the cases the composition of the beneficiary group had changed so as to

Table 2.—Income: Percentage distribution of identical beneficiary groups, by amount of income, first and second survey years, <sup>1</sup> St. Louis

Type and income of beneficiary group	First survey year	Second survey year
<b>Male primary beneficiaries:<sup>2</sup></b>		
Total number.....	315	315
Total percent.....	100.0	100.0
Less than \$300.....	10.8	7.0
300-599.....	39.0	29.8
600-899.....	21.9	21.3
900-1,199.....	10.5	9.5
1,200-1,499.....	6.7	10.5
1,500-2,399.....	7.9	15.6
2,400 or more.....	3.2	6.3
Median.....	\$808	\$761
Mean.....	819	1,005
<b>Nonmarried:</b>		
Total number.....	99	99
Total percent.....	100.0	100.0
Less than \$300.....	25.3	14.1
300-599.....	42.4	41.4
600-899.....	18.2	19.2
900-1,199.....	8.1	9.1
1,200-1,499.....	1.0	8.1
1,500-2,399.....	4.0	8.1
2,400 or more.....	1.0	
Median.....	\$418	\$545
Mean.....	671	718
<b>Married, wife entitled:</b>		
Total number.....	127	127
Total percent.....	100.0	100.0
Less than \$300.....	.8	.8
300-599.....	40.9	33.1
600-899.....	29.1	29.1
900-1,199.....	11.0	7.9
1,200-1,499.....	6.3	7.1
1,500-2,399.....	8.7	17.3
2,400 or more.....	3.1	4.7
Median.....	\$661	\$760
Mean.....	878	1,023
<b>Married, wife not entitled:</b>		
Total number.....	86	86
Total percent.....	100.0	100.0
Less than \$300.....	9.3	8.1
300-599.....	33.7	12.8
600-899.....	16.3	12.8
900-1,199.....	11.6	12.8
1,200-1,499.....	11.6	17.4
1,500-2,399.....	11.6	20.9
2,400 or more.....	6.8	15.1
Median.....	\$730	\$1,308
Mean.....	1,001	1,487
<b>Female primary beneficiaries:</b>		
Total number.....	79	79
Total percent.....	100.0	100.0
Less than \$300.....	32.9	27.8
300-599.....	53.2	39.2
600-899.....	7.6	21.5
900-1,199.....	2.5	6.3
1,200-1,499.....	1.3	2.5
1,500-2,399.....		1.3
2,400 or more.....	2.5	1.3
Median.....	\$398	\$198
Mean.....	459	554

See footnotes at end of table.

<sup>2</sup> See the *Bulletin*, July 1943, for a discussion of the selection of the sample.



alter its classification according to family benefit status.<sup>3</sup>

These exclusions left for study the schedules of 503 beneficiary groups identical as to beneficiary type throughout both surveys.

The resources in the survey years of the beneficiaries studied were undoubtedly representative of all beneficiaries in St. Louis who were awarded benefits in 1940. In some instances the data are shown as percentage distributions even though they represent very few cases. For these types, however, even a complete enumeration in the first survey would not have provided a large number of cases for analysis. The beneficiary groups were made up of the same members as at the time of the earlier survey, except that in widow-child beneficiary groups a few children had

<sup>3</sup> Such shifts in classification resulted from the death of a male primary beneficiary or his wife, a wife's entitlement to benefits, attainment of age 18 by an only entitled child, or the marriage of a single man. For example, a married man—with wife entitled or nonentitled—would have been reclassified as a "non-married man" if his wife had died in the interim between surveys.

reached age 18 and were no longer classed as members of the group.

The beneficiaries were, of course, 2½ years older than when first visited. At the end of the resurvey year,<sup>4</sup> the median age of men with entitled wives was 73; of nonmarried men, 71; and of men whose wives were not eligible to receive benefits, 70. For women who were beneficiaries on their own wage records the median age was 70 years; for aged widows, 71; and for the younger widows with entitled children, 42. The needs of these persons for consumption goods and services could be assumed to have remained relatively stable except for a general increase in the need of children for most consumption items and a probable increase in the need of the aged for medical care. Of the primary beneficiaries, 37 percent of the men and 53 percent of the women had reported themselves unable to work at the end of the first survey year; these proportions had increased to 51 and 66 percent, respectively, at the end of the resurvey year.

<sup>4</sup> The period of the resurvey year was May–July 1943 to April–June 1944, the exact 12-month period depending on the date of the interview.

In the analysis of change in the economic status of families over a period of time, errors and omissions in the survey data (admittedly present in most survey data) assume more importance than in the analysis of economic status at a point of time. Casual errors in reports of income or assets as of any one time are not likely to affect the average greatly. On the other hand, in computing the amount of change in income or assets between one survey year and another, an error occurring in one survey but not in the other may seriously misrepresent the extent of the change that actually occurred between the two years.

Experience in the St. Louis surveys indicates that reporting tends to be more nearly accurate at the time of a revisit than in a first survey. Interviewers have had an opportunity to study the earlier schedule and consequently are in position to draw out information that otherwise might be overlooked. In some instances, from information obtained in 1944, it was possible to make adjustments to correct for earlier reporting errors. Since the errors found were largely in the direction of underreporting in 1941, the amount of undiscovered error may be assumed to have the effect of understating the decrease or overstating the increase in resources. The data presented, nevertheless, are believed to be sufficiently reliable to show the general direction and approximate extent of change in the economic status of the several beneficiary types.

### Income

Although a large proportion of the beneficiary groups received less than \$600 in total income during both survey years, fewer were in this low income class in the second year (table 2). The average income for each type of beneficiary group was higher in the second survey year, but the extent of the rise varied greatly among the several types. While the rise in median income for beneficiaries of four types amounted to not more than \$127, it was \$507 for younger widows and \$572 for men with nonentitled wives.

Seventy-five percent of the younger widows and 67 percent of the couples with only the husband en-

Table 2.—Income: Percentage distribution of identical beneficiary groups, by amount of income, first and second survey years,<sup>1</sup> St. Louis—Continued

Type and income of beneficiary group	First survey year	Second survey year
<b>Aged widows:</b>		
Total number.....	34	34
Total percent.....	100.0	100.0
Less than \$300.....	58.8	41.2
300-599.....	20.6	35.3
600-899.....	11.8	11.8
900-1,199.....		2.9
1,200-1,499.....		5.9
1,500-2,399.....	8.8	2.9
2,400 or more.....		
Median.....	\$275	\$345
Mean.....	467	494
<b>Widows with entitled children:</b>		
Total number.....	75	75
Total percent.....	100.0	100.0
Less than \$300.....	1.3	1.3
300-599.....	28.0	9.3
600-899.....	24.0	21.3
900-1,199.....	17.3	10.7
1,200-1,499.....	17.3	12.0
1,500-2,399.....	10.7	29.3
2,400 or more.....	1.3	16.0
Median.....	\$285	\$1,572
Mean.....	989	1,510

<sup>1</sup> First survey year ended in October–November 1941, second survey year ended in April–June 1944.

<sup>2</sup> Includes 3 beneficiary groups consisting of male primary beneficiary, nonentitled wife, and entitled children.

titled had higher dollar incomes<sup>5</sup> in the second than in the first survey year; for 17 and 16 percent, respectively, incomes were at least \$1,200 higher (table 3). Among the beneficiaries of other types, 48 percent of the nonmarried men, 49 percent of the women who were beneficiaries on their own wage records, 39 percent of the entitled couples, and 29 percent of the aged widows had higher incomes. Relatively few of these four beneficiary types, however—only 3 percent of the nonmarried men and 5 percent of the entitled couples—had increases of as much as \$1,200.

Except for the younger widows and the couples in which the wife was not entitled, a substantial proportion of the beneficiary groups of each type (from 36 percent of the nonmarried men to 50 percent of the aged widows) had practically the same dollar incomes. The range in the proportions having lower incomes in the second survey is not large—from 13 percent (female primary beneficiaries) to 22 percent (entitled couples). A number of these groups, however, had incomes lower by \$600 or more.

<sup>5</sup> To allow for possible reporting errors and avoid including among beneficiaries with a change in income those whose income had changed insignificantly, income amounting to within \$50 of the amount received during the first survey is described in the text as "practically the same." Incomes that increased by \$50 or more are described as "higher," and those that decreased by \$50 or more are described as "lower."

In general, the beneficiary groups that had increases in dollar income tended to be those with relatively low or relatively high incomes in the first survey year, rather than those in the middle income classes. Beneficiary groups with low incomes in 1941 included some who were unemployed in 1941 though able to work, but had some earnings in 1944, and some who subsequently received substantial aid from public assistance. Among those with relatively high incomes in 1941 were a good many who had jobs in 1941 but had increased earnings in 1943-44.

### Earnings and Occupation

Earnings were chiefly responsible for the higher average dollar incomes in the resurvey year. The widow-child beneficiary groups more than tripled their average income from this source; entitled couples more than doubled theirs; and nonmarried men nearly doubled theirs. Female primary beneficiary groups received on the average nearly two-thirds more in earnings than in 1941, but there was almost no change for the aged widows.

More beneficiary group members were working, more had full-time employment throughout the survey year or worked more weeks in the year, and the rates of pay were higher. The chief earner in beneficiary groups that comprised more than one potential earner was usually the husband or, in the case of widows with dependent children, the widow herself. Non-

titled wives and children under 18, however, also made significant contributions to beneficiary group incomes, particularly in the resurvey year. The earnings of the individual members of the beneficiary groups are discussed in the following paragraphs.

**Male primary beneficiaries.**—The entitled men of the three types differed rather markedly in their earnings records (tables 4, 5, 6, and 7). As compared with nonmarried men and men with entitled wives, a larger proportion of men with nonentitled wives worked at some time during each survey year, and on the average they earned more money. From 50 percent in the first survey year, the proportion of men of this type who had earnings increased to 56 percent in the second survey year. The proportion who were full-time workers rose sharply, from 7 to 31 percent, while relatively fewer worked part time. Of these men with nonentitled wives—who on the average were somewhat younger than the other types of men beneficiaries—44 percent had higher earnings in the second than in the first survey year; 30 percent had at least \$600 more from this source. For 17 percent, on the other hand, income from employment declined or ceased, while 1 percent earned about the same amount.<sup>6</sup> Thirty-seven percent had no earnings in either survey year. In each year a substantial proportion of the wives who were not eligible for benefits supplemented their husbands' earnings. A somewhat larger proportion of these wives were working in the second survey year—28 percent as compared with 22 percent in the first. Their median earnings were \$630 in 1943-44 as compared with \$383 in the year before Pearl Harbor. The earnings of nonentitled wives averaged about a fifth of the total beneficiary-group earnings in each period.

Among men with entitled wives, the proportion of men beneficiaries employed all or part of the survey year increased from 33 percent in 1941 to 37 percent in 1943-44. As compared with only 4 percent in the

Table 3.—Change in income: Percentage distribution of identical beneficiary groups by amount of change in income, second as compared with first survey year, St. Louis

Amount of change in income	Male primary beneficiaries				Female primary beneficiaries	Aged widows	Widows with entitled children
	Total <sup>1</sup>	Non-married	Married, wife entitled	Married, wife not entitled			
Total number.....	315	99	127	86	79	34	75
Total percent.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Increase.....	49.8	47.5	38.6	67.4	49.4	29.4	74.7
\$1,200 or more.....	7.6	3.0	4.7	16.3	—	—	17.3
600-1,199.....	12.7	10.1	11.1	18.6	6.3	2.9	21.3
300-599.....	9.5	5.1	7.1	16.3	6.3	5.9	16.0
200-299.....	5.4	7.1	3.9	5.8	10.1	5.9	6.7
100-199.....	8.6	15.2	7.1	3.5	13.9	11.8	10.7
50-99.....	6.0	7.1	4.7	7.0	12.7	2.9	2.7
Less than \$50 change.....	31.4	36.4	39.4	14.0	38.0	50.0	6.7
Decrease.....	19.0	16.2	22.0	18.6	12.7	20.6	18.7
\$50-99.....	4.8	6.1	6.3	1.2	6.3	8.8	2.7
100-199.....	4.8	4.0	6.3	3.5	3.8	5.9	1.3
200-299.....	2.9	2.0	3.9	2.3	—	—	5.3
300-599.....	2.5	3.0	.8	4.7	2.5	2.9	6.7
600-1,199.....	2.5	—	2.4	5.9	—	2.9	2.7
1,200 or more.....	1.6	1.0	2.4	1.2	—	—	—

<sup>1</sup> Includes 3 beneficiary groups consisting of male primary beneficiary, nonentitled wife, and entitled children.

<sup>6</sup> Beneficiaries who had no earnings in one survey year but who earned more than \$50 in the other year are included among those with changes in earnings.

earlier period, as much as 16 percent worked full time during the latter period; the number of part-time workers among these men declined. Only a fourth of the men with entitled wives—in contrast to 44 percent of the men with nonentitled wives—had higher earnings than in the earlier year. Seventeen percent earned at least \$600 more; 10 percent earned the same amount. For 9 percent, income from this source had decreased more than \$50, while 55 percent had no earnings in either survey year. Entitled wives—who, it should be remembered, were at least age 65 in the earlier survey—contributed little to the family earnings in the first survey year and even less during the second. Their earnings comprised, on the average, 4 percent of the total beneficiary-group earnings in 1941 and less than 1 percent in 1943-44.

Nearly half (48 percent) of the nonmarried men worked at some time during the second survey year, as compared with 37 percent in the first survey year. As in the case of the men with entitled wives, only 4 percent in 1941 but as many as 17 percent in 1943-44 worked full time; fewer worked only part time. A third of the nonmarried men earned more in the second survey year than in the first, and 15 percent earned at least \$600 more. Nine percent earned about the same amount, and the earnings of another 9 percent dropped more than \$50; 49 percent had no earnings in either survey year.

The occupations of the primary beneficiaries were in general what might be expected of a group of aged persons, all of whom had been in covered employment only a few years before they went on the beneficiary rolls. Table 8 shows the percentage distribution of the employed primary beneficiaries according to occupation in the first and second survey years.

Comparing the two survey periods, a smaller proportion of the employed beneficiaries worked during the second year in the occupational groups that call for greater responsibility or skill, while a larger proportion were in occupations demanding less skill or, as in the case of protective service workers, less physical energy. There was a tendency, however, for the men

to continue in the same type of work (table 9). Of the 124 men who had been employed at some time during the year before Pearl Harbor, 70 worked in the same occupational group in the resurvey year. The upgrading of employees during the war brought some shifting of male beneficiaries who in the first period had been laborers or service workers (not domestic or protective) into positions requiring more skill or greater responsibility. During the resurvey year, one of the two men who had had work relief in 1941 earned \$1,050 and

the other \$1,625 in noncovered employment.

The 41 men who worked in 1943-44 but not in 1941 had taken jobs in the following occupational groups:

	Number
Proprietors, managers, and officials, except farm.....	1
Clerical, sales, and kindred workers.....	8
Craftsmen, foremen, and kindred workers.....	6
Operatives and kindred workers.....	6
Domestic service workers.....	1
Protective service workers.....	5
Service workers, except domestic and protective.....	5
Laborers, except farm.....	9

Table 4.—Percent of beneficiary groups with income from specified sources and average amount of such income, second survey year, St. Louis

Source of income	Male primary beneficiaries				Female primary beneficiaries	Aged widows	Widows with entitled children
	Total <sup>1</sup>	Non-married	Married, wife entitled	Married, wife not entitled			
Percent of beneficiary groups							
Old-age and survivors insurance benefits.....	86.3	87.9	92.9	74.4	97.5	100.0	100.0
Retirement pay.....	16.8	16.2	18.1	16.2	21.5	-----	-----
Veterans' pensions.....	1.6	-----	-----	4.7	-----	-----	-----
Union pensions.....	2.5	1.0	3.9	2.3	-----	-----	-----
Income from assets.....	40.3	36.4	41.7	43.0	36.7	58.8	34.7
Interest on savings deposits.....	23.2	26.3	22.0	22.1	25.3	35.3	22.7
Rent.....	19.7	14.1	22.0	23.3	15.2	20.6	13.3
Dividends and bond interest.....	11.1	8.1	13.4	10.5	15.2	20.6	8.0
Other investment income.....	1.3	1.0	.8	2.3	-----	2.9	8.0
Other independent, permanent income.....	1.6	2.0	1.6	1.2	2.5	-----	1.3
Earnings.....	50.8	48.5	37.8	70.9	40.5	11.8	81.3
Gifts.....	16.2	20.2	15.7	11.6	20.3	14.7	12.0
Allowances and contributions from members of the armed forces.....	2.5	-----	3.1	4.7	-----	2.9	10.7
Public assistance and private relief.....	9.2	13.1	7.1	8.1	20.3	5.9	1.3
Mean amount for beneficiary groups with specified income							
Old-age and survivors insurance benefits.....	\$328	\$256	\$411	\$270	\$192	\$231	\$420
Retirement pay.....	568	462	506	801	233	-----	-----
Veterans' pensions.....	*590	-----	-----	*558	-----	-----	-----
Union pensions.....	*344	*480	*312	*358	-----	-----	-----
Income from assets.....	235	158	223	330	61	226	286
Interest on savings deposits.....	17	19	21	9	6	16	26
Rent.....	294	221	274	371	73	241	272
Dividends and bond interest.....	286	*245	203	*506	65	*358	*425
Other investment income.....	*82	*150	*100	*38	-----	*130	*283
Other independent, permanent income.....	*490	150	*475	*1,200	468	*514	*564
Earnings.....	977	636	943	1,254	516	*514	1,024
Gifts.....	169	78	249	156	79	*198	*167
Allowances and contributions from members of the armed forces.....	*544	-----	*477	*610	-----	*148	*452
Public assistance and private relief.....	239	202	*262	*279	264	*256	*260
Median amount for beneficiary groups with specified income							
Old-age and survivors insurance benefits.....	\$330	\$267	\$438	\$274	\$203	\$210	\$398
Retirement pay.....	480	308	360	618	228	-----	-----
Veterans' pensions.....	*720	-----	-----	*568	-----	-----	-----
Union pensions.....	*312	*480	*144	*358	-----	-----	-----
Income from assets.....	83	83	83	139	54	82	38
Interest on savings deposits.....	7	6	8	4	4	12	3
Rent.....	194	196	177	290	74	*269	196
Dividends and bond interest.....	60	*140	69	20	43	*31	*338
Other investment income.....	*83	*150	*100	*38	-----	*130	*71
Other independent, permanent income.....	*450	*150	*475	*1,200	*468	-----	*564
Earnings.....	794	324	766	1,107	398	*562	984
Gifts.....	62	42	154	44	54	*78	*60
Allowances and contributions from members of the armed forces.....	*535	-----	*528	*585	-----	*148	*444
Public assistance and private relief.....	231	192	*270	*266	246	*256	*260

\*Average based on less than 10 cases.

<sup>1</sup> Includes 3 beneficiary groups consisting of male primary beneficiary, nonentitled wife, and entitled children.



**Female primary beneficiaries.**—Of the 79 women among the primary beneficiaries, 38 percent had some employment in 1943-44, as against 32 percent in the year before Pearl Harbor. Fourteen of the 25 women who had some employment in the first survey year had the same type of work

in the resurvey year, including 2 who had boarders or roomers; the number employed as operatives or kindred workers had increased. About a fourth of the women were earning more money than in the earlier period, but their increases tended to be smaller than those of the employed

men beneficiaries. Nine percent of the women had about the same earnings as in the first survey year, and 8 percent had decreases in income from this source. Fifty-eight percent had no earnings in either year.

Six of the women receiving primary benefits were married. Four of the husbands worked in the first year, three in the second. The earnings of one husband had risen from \$1,658 to \$1,857 and of another from \$1,292 to \$2,080. The third husband, who was reported as tubercular, earned \$787 in the first year but only \$100 in the second. Another husband earned \$104 in 1941 but nothing in the resurvey year. Two others were invalids.

**Aged widows.**—The only aged widows who had earnings of any sort were a few who kept roomers. One who had a little income from this source in 1941 did not have a roomer during the resurvey year, but three others continued to rent rooms, which brought in most of their income. Another widow took in a roomer for a short time during the resurvey year.

**Widows with entitled children.**—Among the 75 widows with entitled children who were included in both surveys, only 30 (40 percent) had any employment during the earlier period but 50 (67 percent) were employed at least part of the time during the resurvey year. Four of the 30 who worked in 1941 no longer had employment. They had quit because of various combinations of reasons, including ill health, relatively high survivor benefits, and the presence of older children to help support them and their dependent children. Twenty-four of the 45 who had no earnings during the first period had found at least occasional employment by the time of the second survey. Fifty-six percent of the widows with entitled children had higher earnings in the second period than in the first. Thirty-six percent had increases amounting to \$600 or more. Seven percent had about the same earnings, and 9 percent earned less; 28 percent had no income in either year from this source.

Except for one widow with an income of \$5,500, the incomes of the widows with no earnings in the resurvey year were all low when the num-

Table 5.—Average beneficiary-group income from specified sources, second survey year, and average net change from income in first survey year, St. Louis

Source of income	Male primary beneficiaries				Female primary beneficiaries	Aged widows	Widows with entitled children
	Total <sup>1</sup>	Non-married	Married, wife entitled	Married, wife not entitled			
Average (mean) income from specified source							
Total.....	\$1,065	\$718	\$1,023	\$1,487	\$554	\$494	\$1,510
Old-age and survivors insurance benefits.....	283	225	382	201	187	231	420
Retirement pay.....	96	73	92	130	50	—	—
Veterans' pensions.....	9	—	—	26	—	—	—
Union pensions.....	9	5	12	8	—	—	—
Income from assets.....	95	58	93	142	23	133	99
Interest on savings deposits.....	4	5	5	2	1	6	6
Rent.....	58	31	61	86	11	50	36
Dividends and bond interest.....	32	20	27	53	10	74	34
Other investment income.....	1	2	1	1	—	4	23
Other independent, permanent income <sup>2</sup> .....	8	3	7	12	14	—	8
Earnings.....	496	308	357	890	209	64	833
Gifts.....	27	16	39	18	16	29	20
Allowances and contributions from members of the armed forces.....	14	—	15	28	—	4	48
Public assistance and private relief.....	22	27	19	23	53	15	3
All other income.....	6	4	7	7	3	18	78
Average net change for all beneficiary groups							
Total.....	\$245	\$147	\$144	\$486	\$115	\$27	\$530
Old-age and survivors insurance benefits.....	-41	-19	-47	-54	-8	-5	-101
Retirement pay.....	-6	0	-7	-11	2	—	—
Veterans' pensions.....	3	—	—	10	—	—	—
Union pensions.....	-1	-1	1	-4	—	—	—
Income from assets.....	12	1	7	34	7	6	30
Interest on savings deposits.....	-1	1	-3	-1	-1	-1	-2
Rent.....	6	-1	8	11	4	8	10
Dividends and bond interest.....	6	-1	2	22	3	-6	8
Other investment income.....	1	1	0	1	—	4	14
Other independent, permanent income <sup>2</sup> .....	1	0	-1	7	0	—	0
Earnings.....	260	147	184	484	80	2	576
Gifts.....	4	10	-4	5	5	12	15
Allowances and contributions from members of the armed forces.....	14	—	15	28	—	4	48
Public assistance and private relief.....	10	13	8	11	40	10	-8
All other income.....	-12	-3	-11	-25	-10	-2	-30
Average net change for beneficiary groups with specified income							
Total.....	\$245	\$147	\$144	\$486	\$115	\$27	\$530
Old-age and survivors insurance benefits.....	-41	-19	-48	-56	-8	-5	-101
Retirement pay.....	-33	0	-41	-51	9	—	-210
Veterans' pensions.....	*174	—	—	*218	—	—	—
Union pensions.....	-40	*-60	*14	*-180	—	—	—
Income from assets.....	27	1	14	72	14	9	62
Interest on savings deposits.....	-4	4	-12	-2	-3	-1	-4
Rent.....	30	-5	38	45	27	*41	65
Dividends and bond interest.....	50	-9	13	*209	15	*-28	*83
Other investment income.....	*31	*66	*-10	*38	—	*130	*173
Other independent, permanent income <sup>2</sup> .....	*92	0	*-70	*600	0	—	0
Earnings.....	451	285	384	622	176	*13	675
Gifts.....	22	43	-21	32	21	40	116
Allowances and contributions from members of the armed forces.....	*544	—	*477	*610	—	*148	*452
Public assistance and private relief.....	106	93	102	*137	199	*170	*-145
All other income.....	-75	-34	-72	-97	-74	*-84	-208

\* Average based on less than 10 cases.

<sup>1</sup> Includes 3 beneficiary groups consisting of male primary beneficiary, nonentitled wife, and entitled children.

<sup>2</sup> Represents payments from private annuities, insurance, trusts, and workmen's compensation that were expected to continue for the lifetime of the recipient.

<sup>3</sup> Less than \$0.50.

ber of children to be supported is taken into consideration. Consequently it may be assumed that there was sufficient financial incentive for 24 of the 25 to have secured employment were it not for responsibilities which they considered more important than the added income; in many cases, also, they received payment in kind for the services they rendered in the home.

Most of these 25 widowed mothers were apparently homemakers for relatively large families. In 6 of these families there were 4 persons, in 5 families 5 persons, in 3 families 6 persons, and in 1 family 9 persons. In about half the 25 families in which the widow reported no earnings, older children who were living at home were employed, or the widow and her children were living with members of her own family. Only 1 of these 25 widows, but 11 of the 50 who did work in 1943-44 were working at the time of the death of their husbands. Nine of the 25 widows with no earnings reported some health difficulty.

Supplementary earnings of children under 18 were important to the widow-child beneficiary groups. Twenty-eight percent of such groups in 1943-44, as against 21 percent in 1941, included children under 18 who worked, usually part time. Moreover, as a result both of greater employment opportunity and the fact that the children were 2½ years older, the median earnings of the working children were \$733 in the resurvey year, in contrast to \$453 in the first period. In spite of these increases, children's earnings comprised only 25 percent of total earnings of the widow-child beneficiary groups in 1943-44, whereas they had made up 37 percent of the total in 1941.

### Independent Income From Relatively Permanent Sources

A little more than 40 percent of the couples and almost 60 percent of the aged widows in the second survey year had at least some income from savings deposits or from stocks, bonds, real estate, or loans; slightly more than a third of the nonmarried men, women primary beneficiaries, and widows with entitled children had such income (table 4).

Half the nonmarried men, entitled

**Table 6.—Change in earnings: Percentage distribution of identical primary beneficiaries and widows by amount of change in earnings,<sup>1</sup> second as compared with first survey year, St. Louis**

Amount of change in earnings	Male primary beneficiaries				Female primary beneficiaries	Aged widows	Widows with entitled children
	Total <sup>2</sup>	Non-married	Married, wife entitled	Married, wife not entitled			
Total number.....	315	99	127	86	79	34	75
Total percent.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0
No earnings in either year.....	47.6	48.5	55.1	37.2	58.2	85.3	28.0
Earnings in one or both years.....	52.4	51.5	44.9	62.8	41.8	14.7	72.0
Increase.....	34.0	33.3	26.0	44.2	25.3	8.8	56.0
\$1,200 or more.....	8.9	4.0	8.6	15.1	1.3	-----	14.7
600-1,199.....	11.4	11.2	8.6	15.1	3.8	-----	21.3
300-599.....	4.1	4.0	2.4	5.8	6.3	-----	2.7
100-299.....	7.3	13.2	4.7	4.7	12.7	8.8	13.3
50-99.....	2.2	1.0	1.6	3.5	1.3	-----	4.0
Less than \$50.....	7.3	9.1	10.2	1.2	8.9	-----	6.7
Decrease.....	11.1	9.1	8.7	17.4	7.6	5.9	9.3
\$50-99.....	1.6	1.0	1.6	2.3	3.8	-----	-----
100-299.....	4.4	3.0	2.4	9.3	1.3	5.0	4.0
300-599.....	1.3	2.0	-----	2.3	2.5	-----	5.3
600-1,199.....	1.6	1.0	2.4	1.2	-----	-----	-----
1,200 or more.....	2.2	2.0	2.4	2.3	-----	-----	-----

<sup>1</sup> Includes work relief wages from the Works Progress Administration and the National Youth Administration.

<sup>2</sup> Includes 3 beneficiary groups consisting of male primary beneficiary, nonentitled wife, and entitled children.

couples, and aged widows who had income from assets received less than \$83 from this source. For men whose wives were under age 65 and who had income from assets, the median amount was \$139. Half the 29 women primary beneficiaries with such income received less than \$54, while of the mothers of entitled children who received income from assets, half did not receive as much as \$38.

Most of those who reported money income from assets received substantially the same dollar amount in the second as in the first survey year (table 10). For the beneficiaries of each type, however, income from assets averaged slightly more in the sec-

ond than in the earlier survey period (table 5).

Not more than 35 percent of the beneficiaries of any type (table 4) reported interest on money in a savings institution, such as a bank, savings and loan or building and loan association, credit union, or the Postal Savings System. In the main, the same persons had income from deposits in both survey years, though some new accounts were reported while others were closed out. Except for the nonmarried men, the average income of each beneficiary type from savings deposits decreased. The decrease was caused partly by the lower rates of interest during the second

**Table 7.—Change in employment status: Percentage distribution of identical primary beneficiaries and widows with entitled children, by employment status during first and second survey years, St. Louis**

Type of beneficiary group	Number	Total percent	Employed <sup>1</sup>			Unemployed both years
			Both years	First year and not second	Second year and not first	
Male primary beneficiaries <sup>2</sup> .....	315	100.0	33.3	6.0	13.0	47.6
Nonmarried.....	99	100.0	34.3	3.0	14.1	48.5
Married, wife entitled.....	127	100.0	25.2	7.9	11.8	55.1
Married, wife not entitled.....	86	100.0	43.0	7.0	12.8	37.2
Female primary beneficiaries.....	79	100.0	27.8	3.8	10.1	58.2
Widows with entitled children.....	75	100.0	34.7	5.3	32.0	28.0

<sup>1</sup> Employed at some time during the survey year.

<sup>2</sup> Includes 3 beneficiary groups consisting of male primary beneficiary, nonentitled wife, and entitled children.

Table 8.—Occupational group of employed primary beneficiaries: Percentage distribution by occupational group, first and second survey years, St. Louis

Occupational group <sup>1</sup>	Male primary beneficiaries		Female primary beneficiaries	
	First survey year	Second survey year	First survey year	Second survey year
Total number.....	124	146	25	30
Total percent.....	100.0	100.0	100.0	100.0
Professional and semiprofessional.....	3.2	2.7	—	—
Proprietors, managers, and officials, except farm.....	5.6	3.4	4.0	3.3
Clerical, sales, and kindred workers.....	16.9	15.1	16.0	13.3
Craftsmen, foremen, and kindred workers.....	29.0	23.3	4.0	—
Operatives and kindred workers.....	8.9	13.0	32.0	43.3
Domestic service workers.....	—	2.1	20.0	20.0
Protective service workers.....	4.8	10.3	—	—
Service workers except domestic and protective.....	15.3	11.6	<sup>2</sup> 20.0	<sup>3</sup> 20.0
Laborers except mine and farm.....	15.3	18.5	4.0	—
Miscellaneous <sup>4</sup> .....	.8	—	—	—

<sup>1</sup> Occupations are classified according to the Palmer convertibility list of occupations. See Gladys R. Palmer, "The Convertibility List of Occupations and the Problems of Developing It," *Journal of the American Statistical Association*, December 1939, pp. 693-708.

<sup>2</sup> Includes 10 percent with roomers and boarders.

<sup>3</sup> Includes 13 percent with roomers and boarders.

<sup>4</sup> One beneficiary served on a jury.

survey period. Also, the beneficiaries as a whole had reduced their deposits. There is some reason to believe, more-

over, that at the time of the second interview the beneficiaries gave a franker and fuller report of their cash

Table 9.—Change in employment status and occupational group of identical primary beneficiaries, second as compared with first survey year, St. Louis

Employment status and occupational group in first survey year	Total	Employment status and occupational group in second survey year			
		Employed <sup>1</sup>			Unemployed
		Total	Same occupation	Different occupation	
Male primary beneficiaries					
Total.....	315	146	70	35	169
Unemployed.....	191	41			150
Employed <sup>1</sup> .....	124	105	70	35	19
Professional and semiprofessional.....	4	4	4		
Proprietors, managers, and officials, except farm.....	7	7	4	3	
Clerical, sales, and kindred workers.....	21	17	11	6	4
Craftsmen, foremen, and kindred workers.....	36	29	22	7	7
Operatives and kindred workers.....	11	9	9	7	2
Domestic service workers.....					
Protective service workers.....	6	5	3	2	1
Service workers except domestic and protective.....	19	16	8	8	3
Laborers except mine and farm.....	19	17	9	8	2
Miscellaneous.....	1	1		1	
Female primary beneficiaries					
Total.....	70	30	14	8	49
Unemployed.....	54	8			46
Employed <sup>1</sup> .....	25	22	14	8	3
Professional and semiprofessional.....					
Proprietors, managers, and officials, except farm.....	1	1	1		
Clerical, sales, and kindred workers.....	4	4	3	1	
Craftsmen, foremen, and kindred workers.....	1	1		1	
Operatives and kindred workers.....	8	7	6	1	1
Domestic service workers.....	5	4	2	2	1
Protective service workers.....					
Service workers except domestic and protective.....	5	4	2	2	1
Laborers except mine and farm.....	1	1		1	
Miscellaneous.....					

<sup>1</sup> Employed at some time during the survey year.

savings and income derived from savings; and since they tended to understate the amount in the earlier year, the actual shrinkage in income from this particular source may have been greater than that shown in table 5.

Rents added more, on the average, to the primary beneficiary groups' spendable funds during the resurvey year than income from all other assets. Compared with all other kinds of income, rents ranked fourth highest in average amount for all beneficiary types except female primary beneficiaries and widows with children. From 13 to 23 percent of the various types of beneficiary groups either rented out at least one dwelling unit in the structure in which they lived or else owned other real estate which they rented to tenants (table 4). For four types, the average (mean) net return to the real property holders ranged from \$221 to \$274; and the median amounts of net rent were about \$200. Outside this range were the real estate owners among the men with nonentitled wives; they derived an average of \$371 from this source, and half of them got more than \$290. At the other extreme, the women who had qualified for benefits on their own wage records had little income from rental property; those with such property had, on the average, an annual net return of only \$74.

The majority of the landlords in most beneficiary types had higher incomes from rental property in the second survey year. The increases were sufficient in amount to more than offset the decreases, so that all types of beneficiaries except nonmarried men owed at least a portion of their higher average dollar incomes during the resurvey year to a net gain in returns from real estate.

Of the 503 beneficiary groups, 60 (12 percent) owned some stocks and bonds from which interest or dividends were received. Only 8 percent of the nonmarried men and the widows with children, but as much as 21 percent of the aged widows, received bond interest or stock dividends. The corresponding proportions for beneficiaries of other types fall between these limits. The income data do not include the increase in the redemp-

tion value of war savings bonds on which interest is not paid periodically.

Among the small group of beneficiaries who held income-paying stocks and bonds, only a few had substantial returns. The majority of stock or bondholders received less than \$100 in the resurvey year. One-fifth received more than \$500, but they represented less than 3 percent of all beneficiary groups.

The average amount of income from stocks and bonds declined for the nonmarried men and aged widows but increased for beneficiaries of all other types. The increases were mostly attributable to small investments of funds saved since the earlier survey or transferred from other types of assets. Some beneficiaries received larger returns from certain securities than in 1941, and others had shifted their investments to securities with a higher current return. The decreases were attributable chiefly to sale of securities to obtain funds either for living or for reinvestment, particularly in war savings bonds.

Other income that normally could be counted on also showed some change with the passage of time. As a whole, however, the dollar income from these sources proved to be highly stable (tables 4 and 5).

Retirement pay and pensions had provided substantial and continuous income for some of the beneficiaries. Almost all who received retirement pay at the time of the earlier survey continued to receive the same amounts. For the most part, the former employers were large industrial and public utility concerns whose retirement programs had been in effect over a considerable period of time. During the second survey year, 70 primary beneficiaries received retirement pay; they constituted 17 percent of the men and 22 percent of the women in that group.<sup>7</sup> On the average, the payments amounted to \$568 for the men and \$233 for the women who received such income. The median annual income from this source in the resurvey year was \$480 for the retired men and \$228 for the retired

<sup>7</sup> In the surveys in the other 6 cities, a higher percentage of men than women primary beneficiaries were receiving retirement pay.

Table 10.—*Change in income from assets: Percentage distribution of identical beneficiary groups by amount of change in income from assets, second as compared with first survey year, St. Louis*

Amount of change in income from assets	Male primary beneficiaries				Female primary beneficiaries	Aged widows	Widows with entitled children
	Total <sup>1</sup>	Non-married	Married, wife entitled	Married, wife not entitled			
Total number.....	315	99	127	86	79	34	75
Total percent.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0
No income from assets in either year.....	55.9	61.6	52.8	53.5	54.4	35.3	50.7
Income from assets in one or both years.....	44.1	38.4	47.2	46.5	45.6	64.7	49.3
Increase of \$50 or more.....	8.6	5.1	7.1	15.1	10.1	14.7	9.3
Less than \$50 change.....	30.2	28.3	33.1	27.9	32.9	41.2	34.7
Decrease of \$50 or more.....	5.4	5.1	7.1	3.5	2.5	8.8	5.3

<sup>1</sup> Includes 3 beneficiary groups consisting of male primary beneficiary, nonentitled wife, and entitled children.

women; 8 men received \$1,200 or more. Eleven of the 53 men and 5 of the 17 women who received retirement pay had been employed in a large factory; each received \$260 in retirement pay during each survey year.

Four beneficiaries who received retirement pay during the earlier survey year were no longer receiving it; in one case, ownership of the company had changed hands, and in three cases the companies had discontinued payments. On the other hand, one primary beneficiary who quit working in 1940 after 48 years as a saleswoman in a local department store was placed on the store's pension roll in 1943 to receive retirement pay at the rate of \$25 a month. Some adjustments had been made in amounts paid to persons who were recipients in both survey years. One beneficiary's retirement pay had been reduced from \$1,017 to \$960. A second man had been retired at full pay (\$1,508) for a limited time, but in the second survey year his annual income from this source was \$513. Three beneficiaries were receiving more from retirement pay because the payments had not started in the beginning months of the first survey year, and the monthly payment of one of the three also had been increased.

Union pensions were a significant source of income for several of the men. Eight had received such pensions throughout both survey periods, and four of them received the same amounts, namely, \$624, \$480, and, in two cases, \$144. Three union pensioners were receiving from \$3 to \$8

a month more than at the time of the earlier survey; the amounts they received in the second survey year were \$567, \$120, and \$72. One of the eight had sustained a downward adjustment from \$1,040 to \$595, but the earlier payments may have been in part accident insurance. Two men who had small union pensions in 1941 (totaling \$48 and \$120) were no longer receiving them, although they had not returned to work.

Only 5 of the 315 aged men received veterans' pensions during the resurvey period. Three of them were married Spanish-American War veterans whose pensions during the resurvey period totaled \$720 to \$750, while 2 were World War I veterans receiving \$360 and \$400. The pensions of 4 of the 5 had been raised somewhat since the first survey. The Spanish-American War veterans, whose monthly pension rate had been \$60, would in the future receive \$75, or \$900 a year, as a result of Public Law 242, approved March 1, 1944.

Annuities reported were few in number but dependable. Two aged men received annuity incomes of \$120 and \$500, respectively. One woman beneficiary, a former bookkeeper, received \$240, and another, who lived economically and earned more than \$600 during the survey year from part-time employment as a hat trimmer, reported annuity income of \$696 during each survey period. A widowed Negro, aged 55 and the mother of a dependent child, received \$564 in each survey period from an annuity purchased by her deceased husband, which was conditioned upon her remaining single.



Two aged couples had incomes amounting to \$450 and \$1,200 from trust funds; these amounts were \$140 less and \$600 more, respectively, than in the earlier period. One widower had been assured by his wife's will of the right to live in a small home that she had owned jointly with a sister.

### Supplemental Income

All but 2 of the 34 aged beneficiary groups who received public or private assistance\* in 1941 were still receiving aid in 1943-44 (tables 4, 5, and 11). By the latter period, moreover, 15 other aged beneficiary groups had become recipients, making a total of 47 who received public or private assistance in the resurvey year. Of these 47 beneficiary groups, 45 received old-age assistance. The beneficiaries receiving aid in the second period comprised 6-8 percent of the aged widows and married couples, 13 percent of the nonmarried men, and 20 percent of the female primary beneficiaries. The amounts paid to the aged recipients of the 5 types, on the average, ranged from \$202 to \$279.

One nonmarried man no longer received assistance; he had regular employment in the resurvey year. Two others, who had little in addition to their old-age and survivors insurance benefits, had resorted to public assistance since the earlier survey. An entitled couple who had received public assistance to the extent of \$300 in 1941, depended in 1943-44 entirely on their insurance benefits (\$199) and funds from two employed daughters with whom they lived; the daughters earned substantially more in the resurvey year than in 1941. Four other entitled couples, with little income other than their insurance benefits, had become recipients of public aid since 1941. One couple in which the wife was not entitled also had applied for and was receiving old-age assistance. Eight women primary beneficiaries became public assistance recipients in the period between the two surveys; five of the eight had sought assistance soon after entitlement but had not received it by October or November 1941. One out of every five of the female primary bene-

Table 11.—Public assistance and private relief: Percentage distribution of identical beneficiary groups by receipt of assistance, first and second survey years, St. Louis

Type of beneficiary group	Number	Total percent	Received assistance				Did not receive assistance either year
			One or both years	Both years	First year and not second	Second year and not first	
Male primary beneficiaries <sup>1</sup> .....	315	100.0	9.8	7.0	0.6	2.2	90.2
Nonmarried.....	99	100.0	14.1	11.1	1.0	2.0	85.9
Married, wife entitled.....	127	100.0	7.9	3.9	.8	3.1	92.1
Married, wife not entitled.....	86	100.0	8.1	7.0	-----	1.2	91.9
Female primary beneficiaries.....	79	100.0	20.3	10.1	-----	10.1	79.7
Aged widows.....	34	100.0	5.9	5.9	-----	-----	94.1
Widows with entitled children.....	75	100.0	5.3	-----	4.0	1.3	94.7

<sup>1</sup> Includes 3 beneficiary groups consisting of male primary beneficiary, nonentitled wife and entitled children.

ficiaries visited in St. Louis in 1944 was almost entirely dependent on old-age and survivors insurance benefits and old-age assistance. The two aged widows who were recipients of old-age assistance in 1941 continued to receive partial support from this source.

The three widow-child beneficiary groups who received aid to dependent children at the time of the earlier survey were independent of organized assistance by the beginning of the resurvey period. One had an income of \$875 (\$567 from survivors insurance and \$265 from laundry done in her home); the second, besides receiving \$403 in family insurance benefits, earned \$194 as a domestic worker and had a young daughter who was working. The third widow earned \$240 in domestic work, had \$527 from survivors insurance,

and received contributions from the two older children in the family, who were regularly employed. Only one of the 75 younger widows had applied for aid for her children since the first survey; she had been granted \$5 a week. She earned \$1,412 during the second survey year, and the children had \$362 in survivors insurance benefits. The son, however, had undergone an operation, which was followed by pneumonia, and at the end of the resurvey period the widow owed nearly \$1,000, chiefly for sickness expense.

Most of the beneficiary groups who received public or private assistance in both survey years received substantially more in dollar amounts during the second period. The increases were accounted for principally by the

Table 12.—Change in real income:<sup>1</sup> Percentage distribution of identical beneficiary groups by amount of change in real income, second as compared with first survey year, St. Louis

Amount of change in real income	Male primary beneficiaries				Female primary beneficiaries	Aged widows	Widows with entitled children
	Total <sup>2</sup>	Non-married	Married, wife entitled	Married, wife not entitled			
Total number.....	315	99	127	86	79	34	75
Total percent.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Increases.....	34.9	28.3	28.3	51.2	29.1	23.5	58.7
\$1,200 or more.....	4.4	1.0	3.9	8.1	-----	-----	8.0
600-1,199.....	8.6	8.1	3.1	17.4	3.8	-----	18.7
300-599.....	7.9	5.1	9.4	0.3	-----	2.9	16.0
200-299.....	3.5	2.0	2.4	7.0	10.1	2.9	2.7
100-199.....	5.1	6.1	3.9	4.7	7.6	5.9	5.3
50-99.....	5.4	6.1	5.5	4.7	7.6	11.8	8.0
Less than \$50.....	13.3	24.2	5.5	11.6	36.7	32.4	9.3
Decreases.....	51.7	47.5	66.1	37.2	34.2	44.1	32.0
\$50-99.....	16.8	22.2	22.0	3.5	17.7	20.6	4.0
100-199.....	16.8	14.1	21.3	14.0	12.7	14.7	8.0
200-299.....	5.4	4.0	9.4	1.2	1.3	2.9	2.7
300-599.....	7.3	5.1	7.1	10.5	2.5	2.9	14.7
600-1,199.....	3.2	1.0	3.9	4.7	-----	2.9	2.7
1,200 or more.....	2.2	1.0	2.4	3.5	-----	-----	-----

\* Assistance was in cash, sometimes supplemented in 1941 with stamps for cotton and other surplus commodities.

<sup>1</sup> The dollar amount of income in the survey year ended April-June 1944 was adjusted on the basis of the Bureau of Labor Statistics consumers' price index.

<sup>2</sup> Includes 3 beneficiary groups consisting of male primary beneficiary, nonentitled wife, and entitled children.

fact that some beneficiaries who received assistance only part of the first survey year received it throughout the entire resurvey year, and by higher monthly payments in the second period than in the first.

Relatives outside the household made generous contributions toward the support of some beneficiaries. Some of these contributions were made periodically, while others were gifts for special purposes, such as payment for medical care, insurance premiums, and in one case, a trip. During the second survey year, from 12 to 20 percent of the beneficiaries in the several types reported gifts from relatives, ranging from \$1 to \$1,300. Most of the beneficiaries who had help from relatives outside the household received less than \$100 from this source. On the whole, gifts were an

unimportant source of beneficiary income.

Much higher dollar income from this source was reported for the second than for the first survey year. Part of the increase shown by the data appears to be accounted for by more detailed reporting in the second survey, but undoubtedly there was some increase in the amount of such income.

Allowances and contributions from sons and daughters in the armed services furnished a few beneficiary groups, particularly widows with entitled children, with a temporary source of supplementary income. The majority of beneficiary groups, however, with whom persons who were in the armed services in 1944 had lived in 1941 did not receive any dependents' benefits. For full-year recipi-

ents, income from this source during the resurvey year totaled at least \$444 for widows with children and \$535 for aged couples. In the earlier survey year, these parents had in most cases received payments for board and room from the young people before they joined the armed forces. When, however, these payments are weighed roughly against the estimated cost of their board and room while living at home, the balance, which represents the probable net contribution to the beneficiary group, was usually less than the allowance or contribution received by the beneficiaries from servicemen in the resurvey year. Consequently, as between the two years, the recipients could be considered to have had increased income<sup>2</sup> from their sons or daughters in the armed services. The number affected was: three couples, wives entitled; four couples, wives not entitled; and seven widows with entitled children. In addition, one aged widow, one younger widow, and one entitled couple received allowances during part of the resurvey year. The checks were then discontinued because the sons married and their payments were transferred to their wives. The comparative prosperity of beneficiary groups receiving \$40 and \$50 a month in dependents' allowances would not continue very long unless these servicemen and women, when they returned home, made larger net contributions to the household than they had in 1941.

### Change in Real Income

From the foregoing analysis of the changes in the income of beneficiary groups, it is clear that a significant proportion of the beneficiaries of each type had higher dollar incomes in the second than in the first survey year. The substantial increases were almost entirely the result of earnings. All the men beneficiaries and all the younger widows whose total incomes had increased by at least \$1,200 had earned

<sup>2</sup> The increase shown in table 5 overstates the situation, since the total of allowances and contributions from members of the armed forces in 1943-44 is shown as an increase for the reason that their net contributions to the beneficiaries while in the household in 1941 were not included with beneficiary-group income.

Table 13.—Change in income of aged identical beneficiary groups with no earnings during either survey year: Percentage distribution by amount of change in dollar income<sup>2</sup> and real income,<sup>1</sup> second as compared with first survey year, St. Louis

Amount of change in income	Male primary beneficiaries				Female primary beneficiaries	Aged widows
	Total <sup>3</sup>	Non-married	Married, wife entitled	Married, wife not entitled		
Dollar income						
Total number.....	133	48	66	19	43	29
Total percent.....	100.0	100.0	100.0	*100.0	100.0	*100.0
Increases.....	24.8	25.0	15.2	*57.9	25.6	*24.1
\$600-799.....	2.3		1.5	*10.5		*3.4
300-599.....	.8		1.5			*6.9
200-299.....	4.5	6.2	3.0	*5.3	7.0	*3.4
100-199.....	7.5	10.4	4.5	*10.5	7.0	*6.9
50-99.....	9.8	8.3	4.5	*31.6	11.6	*3.4
Less than \$50.....	59.4	60.4	65.2	*36.8	60.5	*58.6
Decreases.....	15.8	14.6	19.7	*5.3	14.0	*17.2
\$50-99.....	8.3	10.4	9.1		9.3	*6.9
100-199.....	6.0	4.2	9.1		4.7	*6.9
200-299.....	.8		1.5			
300-599.....	.8			*5.3		
600-799.....						*3.4
Real income						
Total number.....	133	48	66	19	43	29
Total percent.....	100.0	100.0	100.0	*100.0	100.0	*100.0
Increases.....	8.3	8.3	7.6	*10.5	11.6	*20.7
\$600-799.....						
300-599.....	1.5			*10.5		*3.4
200-299.....	1.5		3.0		2.3	*3.4
100-199.....	.8	2.1			4.7	*6.9
50-99.....	4.5	6.2	4.5		4.7	*6.9
Less than \$50.....	17.3	29.2	4.5	*31.6	48.8	*34.5
Decreases.....	74.4	62.5	87.9	*57.9	39.5	*44.8
\$50-99.....	32.3	31.2	37.9	*15.8	23.3	*21.1
100-199.....	28.6	25.0	31.8	*26.3	14.0	*13.8
200-299.....	6.8		12.1	*5.3	2.3	
300-599.....	6.8	6.2	6.1	*10.5		
600-799.....						*3.4

<sup>1</sup> Percentage distribution based on fewer than 30 cases.

<sup>2</sup> The dollar amount of income in the survey year ended April-June 1944 was adjusted on the basis of the BLS consumers' price index.

<sup>3</sup> Includes 3 beneficiary groups consisting of male primary beneficiary, nonentitled wife, and entitled children.

Table 14.—Median income of relatives<sup>1</sup> in the households of beneficiary groups and average number of relatives in household, first and second survey years, St. Louis

Type of beneficiary group	Median income of relatives in household		Average number of relatives in household	
	First year	Second year	First year	Second year
Male primary beneficiaries <sup>2</sup> .....	\$1,429	\$1,966	2.21	2.14
Nonmarried.....	1,344	2,203	2.43	2.44
Married, wife entitled.....	1,560	2,118	2.32	2.33
Married, wife not entitled.....	1,407	1,617	1.79	1.52
Female primary beneficiaries.....	916	1,585	1.93	1.75
Aged widows.....	1,013	1,859	1.98	2.22
Widows with entitled children.....	769	1,719	1.69	1.71

<sup>1</sup> Relatives of the beneficiary group in a single household are considered as a unit.

<sup>2</sup> Includes 3 beneficiary groups consisting of male primary beneficiary, nonentitled wife, and entitled children.

at least that much more in 1944 than in 1941. The larger decreases in income were chiefly the result of loss or partial loss of earnings. For example, 23 of the 30 primary beneficiaries and younger widows whose incomes were at least \$300 smaller in 1944 earned at least \$300 less than in 1941. Although income received from most of the other sources was, on the average, higher during the second survey year, the average increases were comparatively small.

This rise in dollar income of beneficiaries, however, does not signify a proportionate rise in their possible level of living, because the cost of goods, rents, and services also rose substantially. Table 12 shows the proportion of beneficiary groups whose incomes were lower than in the first survey year, after the resurvey-year income of each beneficiary group had been deflated by the percentage rise in the cost of living<sup>10</sup> between the mid-

points of the two survey years. It shows also the proportion of beneficiaries who presumably were able to improve their level of living because the income they had was enough greater in the second year to more than compensate for the rise in the cost of living.

While 48 percent and 49 percent, respectively, of the nonmarried men and the women who were beneficiaries on their own wage records had higher dollar incomes in 1944 than in the first period, only 28 and 29 percent had sufficiently large increases to more than offset the price increases. Thirty-nine percent of the entitled couples had higher dollar incomes, but because of the rise in the cost of living only 28 percent could have improved their level of living from their income. Among the couples with only the husband entitled, however, two-thirds had higher dollar incomes and half presumably could have improved their level of living.

Relatively fewer (29 percent) of

the aged widows than of beneficiaries of any other type had an increase in dollar income; one-fourth (24 percent) had enough higher incomes to permit them to improve their level of living, but only to a relatively small extent. At the other extreme, three-fourths of the widows with entitled children had higher dollar incomes during the resurvey year. After adjustment for price changes, almost 60 percent apparently could have paid for consumption goods in greater quantity or of better quality than at the earlier date. The requirements of the children in these families, however, were probably greater because they were older. A few children had reached 18 years of age and were no longer members of the beneficiary group, but the decrease in the cost of the group's total requirements because of loss in numbers probably did not, on the average, offset the increase in cost because of the advancing age of the remaining children.

Despite the increases in dollar incomes, two-thirds of the entitled couples and nearly half the aged widows and nonmarried men had incomes during the resurvey year which would actually buy less than they would have during the first survey year. About a third of the men with wife entitled, female primary beneficiaries, and widows with children were at a disadvantage in the second survey year, when their purchasing power in the two periods is compared.

Because earned income was so important to so many beneficiaries, particularly during the resurvey year, and because large earnings are not characteristic of aged beneficiaries, it is of interest to note the change in income of those who had no earnings in either survey year. In each type except couples with only the husband entitled, 60 percent of these selected beneficiary groups had roughly the same dollar income in both survey years (table 13). When the rise in the cost of living is considered, almost 90 percent of the entitled couples with no earnings probably had less purchasing power from current income than they had just before Pearl Harbor. For the other three types of retired beneficiaries, the proportions ranged downward to 40 percent for retired women.

<sup>10</sup> The consumers' price index of the Bureau of Labor Statistics was used.

Table 15.—Net worth: Percentage distribution of identical beneficiary groups by net worth, second survey year, St. Louis

Net worth	Male primary beneficiaries				Female primary beneficiaries	Aged widows	Widows with entitled children
	Total <sup>1</sup>	Non-married	Married, wife entitled	Married, wife not entitled			
Total number.....	315	99	127	86	79	34	75
Total percent.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Liabilities exceed assets.....	3.5	1.0	5.5	3.5	1.3	.....	12.0
No assets or liabilities <sup>2</sup> .....	29.5	45.5	23.6	20.9	43.0	23.5	18.7
Positive net worth.....	67.0	53.5	70.9	75.6	55.7	76.5	69.3
Less than \$1,000.....	16.5	19.2	15.0	15.1	30.4	14.7	29.3
1,000-4,999.....	29.5	18.2	31.5	38.4	22.8	38.2	21.3
5,000-9,999.....	15.2	10.1	17.3	18.6	1.3	14.7	10.7
10,000 or more.....	5.7	6.1	7.1	3.5	1.3	8.8	8.0
Median.....	\$1,000	\$80	\$1,700	\$2,058	\$45	\$2,398	\$532

<sup>1</sup> Includes 3 beneficiary groups consisting of male beneficiary, nonentitled wife, and entitled children.

<sup>2</sup> Includes beneficiary groups whose assets and liabilities balance.



### Relatives in the Household and Their Incomes

The living arrangements of the beneficiary groups considerably affected their possible level of living, because living with others usually reduced their expenses for shelter and household operation and frequently, in effect, afforded them financial help from the relatives in the household. During the resurvey year, 45 percent of the male primary beneficiary groups and 44 percent of the women who were beneficiaries on their own wage records shared joint households with relatives. Among widows, 48 percent of those with dependent children and 71 percent of the aged shared a home with older children or other relatives.

A few (23) beneficiary groups who had been living by themselves at the time of the interview in 1941 were living with others during the second survey year. Sometimes this change was brought about by the return of an adult child to the home and sometimes by the beneficiary group's moving to the home of relatives. On the other hand, a much larger number (47) of the beneficiary groups had discontinued sharing a home with relatives outside the beneficiary group and were living alone at the time of the second interview. Changes of this sort were caused by the entrance of sons and daughters into the armed forces or by dissolutions of the joint households for economic or emotional reasons. Thus, on the whole, dissolutions of joint households were twice as numerous as the new joint living arrangements entered into. As the result of these changes in family composition, for 5 types of beneficiaries the proportion "living with others" declined during the interim; net decreases numbered 3 for both the non-married men and the aged widows, 4 for the couples with only the husband entitled, 6 for the women primary beneficiaries, and 11 for the widows with entitled children. The number of beneficiaries of the sixth type (entitled couples) who shared homes with relatives increased by 4.

When beneficiaries and relatives did share households, in some instances part of the incomes of the relatives went to improve the level of living of the beneficiaries but in other in-

stances the relatives in the household had little or no income and were a financial burden to the beneficiaries. Data from the earlier St. Louis survey show that, for all types except nonmarried men and aged widows, the number of households in which the

relatives had more adequate incomes than the beneficiary group was at least twice the number of households with the reverse situation. For non-married men and aged widows, the proportion in which the beneficiaries had the more adequate incomes was

Table 16.—Percent of identical beneficiary groups with specified assets and liabilities, average value at the end of the second survey year, and average net change, second as compared with first survey year, St. Louis

Type of assets and liabilities	Male primary beneficiaries				Female primary beneficiaries	Aged widows	Widows with entitled children
	Total †	Non-married	Married, wife entitled	Married, wife not entitled			
Number.....	315	99	127	86	70	34	75
Percent of beneficiary group							
Positive net worth.....	67.0	53.5	70.9	75.6	55.7	76.5	69.3
Assets.....	67.9	53.5	72.4	76.7	55.7	76.5	72.0
Cash on hand and on deposit.....	46.3	41.4	50.4	47.7	41.8	55.9	42.7
Owner-occupied real estate.....	42.2	21.2	50.4	55.5	10.1	41.2	32.0
Equity in other real estate.....	11.4	9.1	14.2	10.5	8.9	14.7	9.3
Stocks and bonds.....	42.2	33.3	46.5	45.3	27.8	38.2	53.3
Government bonds.....	36.2	28.3	38.6	40.7	22.8	26.5	50.7
Stocks and other bonds.....	10.8	8.1	13.4	10.5	12.7	20.6	8.0
Other assets.....	3.5	3.0	2.4	5.8	—	5.9	8.0
Liabilities.....	20.0	6.1	22.8	32.6	6.3	23.5	34.7
Unpaid bills.....	5.4	1.0	7.1	8.1	1.3	8.8	21.3
Mortgage on home.....	12.7	3.0	13.4	23.3	3.8	14.7	13.3
Other liabilities.....	4.8	3.0	6.3	4.7	3.8	2.9	5.3
Median value for beneficiary groups with specified items							
Net worth.....	\$2,966	\$1,998	\$3,125	\$3,258	\$562	\$4,039	\$953
Assets.....	3,644	2,073	3,875	4,400	994	4,300	1,558
Cash on hand and on deposit.....	400	400	425	300	225	450	218
Owner-occupied real estate.....	3,500	3,750	3,500	4,000	*1,500	4,500	4,250
Equity in other real estate.....	2,512	*3,500	2,338	*3,000	*2,000	*1,750	*3,200
Stocks and bonds.....	225	225	225	150	326	*131	140
Government bonds.....	1,264	*3,658	1,268	*375	1,074	*600	*6,204
Stocks and other bonds.....	300	*300	*1,225	*200	—	*2,024	*2,875
Other assets.....	930	*488	750	1,350	*350	*850	145
Liabilities.....	70	*56	*92	*50	*40	*15	50
Unpaid bills.....	1,638	*2,500	1,200	1,875	*1,100	*1,400	1,600
Mortgage on home.....	200	*350	*206	*93	*200	*600	*152
Other liabilities.....	—	—	—	—	—	—	—
Mean value for all beneficiary groups							
Net worth.....	\$3,100	\$2,167	\$3,495	\$3,633	\$828	\$4,692	\$3,150
Assets.....	3,367	2,244	3,730	4,174	866	4,918	3,394
Cash on hand and on deposit.....	409	452	465	293	174	595	385
Owner-occupied real estate.....	1,641	804	1,994	2,233	231	1,991	1,364
Equity in other real estate.....	421	317	519	412	193	277	334
Stocks and bonds.....	845	630	816	1,139	268	1,935	858
Other assets.....	50	41	26	96	—	119	453
Liabilities.....	266	77	235	540	39	226	244
Unpaid bills.....	9	1	19	5	1	2	24
Mortgage on home.....	245	57	203	531	32	206	212
Other liabilities.....	13	20	13	5	6	18	8
Average net change							
Net worth.....	\$265	\$12	\$313	\$487	—\$45	\$6	\$514
Assets.....	248	27	279	463	—56	—95	284
Cash on hand and on deposit.....	—116	—86	—165	—80	—73	—62	—139
Owner-occupied real estate.....	149	48	137	287	—35	—438	90
Equity in other real estate.....	—13	—3	65	—139	9	34	53
Stocks and bonds.....	238	93	270	364	43	334	264
Other assets.....	—10	—25	—27	—31	—	—	—
Liabilities.....	—17	14	—33	—24	—12	—101	—229
Unpaid bills.....	—15	—1	—12	—34	—5	—14	—5
Mortgage on home.....	11	4	—15	61	—6	—104	—220
Other liabilities.....	—13	11	—7	—51	—1	18	—4

\*Average based on less than 10 cases.

†Includes 3 beneficiary groups consisting of male primary beneficiary, nonentitled wife, and entitled children.

Table 17.—Average equity in real estate as percent of average net worth, end of second survey year, St. Louis

Type of beneficiary group	Owner-occupied and rental real estate	Owner-occupied real estate
Male primary beneficiaries <sup>1</sup> .....	58.6	45.0
Nonmarried men.....	49.1	34.5
Married, wife entitled.....	63.5	48.7
Married, wife not entitled.....	58.2	46.8
Female primary beneficiaries.....	47.3	24.0
Aged widows.....	43.9	38.0
Widows with entitled children.....	47.2	36.6

<sup>1</sup> Includes 3 beneficiary groups consisting of male primary beneficiary, nonentitled wife, and entitled children.

nearly as large as the proportion in which the relatives had the more adequate incomes.

In the resurvey year the relatives were, on the average, better able financially to help the beneficiaries with whom they lived than in 1941. The average dollar income of relatives in the family was markedly higher (table 14), while the average number of relatives per joint household was the same or smaller except in the case of relatives living with aged widows. Consequently the increased dollar income of the relatives was not offset by an increase in the number of persons whose needs had to be met out of the added income.

Despite the rise in the cost of living, the average income of the relatives living with beneficiary groups of all types but one probably was sufficient to provide a better living than in the first survey period. For the couples with the wife not entitled, the proportion whose relatives in the household had low incomes (less than \$600) was larger in 1944 than in 1941 but, as a slight offset, the average number of relatives per beneficiary couple declined from 1.79 to 1.52.

It may be concluded that, as a result of the increases in the income of relatives with whom beneficiary groups lived, some of the beneficiary groups probably enjoyed a higher level of living in the second than in the first survey year, even though their own incomes may not have increased. A possible exception are the couples in which only the husband was entitled, but their economic situation generally had improved in other ways.

## Net Worth

At the time of the second interview, from 69 to 76 percent of the married couples and widows of both types had money or owned property or securities exceeding in value the amount of their outstanding obligations (table 15). A little more than half of the nonmarried men and of the women who were beneficiaries on their own wage records were similarly situated.

A majority of those who reported assets valued them at less than \$5,000. On the average, the beneficiary's home was his most valuable asset (tables 16 and 17). Many beneficiaries, also, had some cash on hand or on deposit, held stocks and bonds, or owned tenant-occupied real estate. A few in each type had other assets—usually a loan to a relative, a mortgage on a piece of property they had sold, a small business, or some money left with an insurance company at interest. The debts reported by the beneficiaries, other than a mortgage on a home, were typically store accounts, medical bills, and loans from institutions and friends.

The number of beneficiary groups whose assets exceeded their liabilities was larger at the end of the second survey year than at the end of the first. The beneficiary groups of three types (the two types of married couples and widows with entitled children) reported a net worth higher, on

the average, by several hundred dollars. Only the women primary beneficiaries were, on the average, worse off in this respect (table 16).

In these generalizations on differences in net worth of the beneficiaries at the end of the two survey periods, effect is given to changes in both the market value of stocks and bonds and the beneficiary's opinion of the market value of his real estate. If real estate is valued at approximate 1941 prices as indicated by the 1941 schedules, and if the value of stocks and bonds is discounted by the amount of estimated unrealized profit since 1941, the average amount of change in net worth is less favorable for the beneficiaries than is indicated in table 16. Men with nonentitled wives, however, had apparently been able, on the average, to accumulate some new savings or to pay off some debts. The proportion who were better off was substantially larger than the proportion who were worse off, and the average real improvement in their financial position amounted to more than \$300. The younger widows also had bettered their real financial position, on the average, by nearly \$200; however, the proportion who were worse off was about the same as the proportion who were better off.

On the other hand, most of the improvement in the financial position of the entitled couples shown in table 16 is wiped out if the estimated net un-

Table 18.—Home ownership: Percentage distribution of identical beneficiary groups by home ownership and living arrangements at end of first and second survey years, St. Louis

Type of beneficiary group	Number	First survey year					Second survey year				
		Total	Not owning homes	Owning homes			Total	Not owning homes	Owning homes		
				Total	Living alone	Sharing their homes with others			Total	Living alone	Sharing their homes with others
Male primary beneficiaries <sup>1</sup> .....	315	100.0	60.6	39.4	21.0	18.4	100.0	57.8	42.2	23.5	18.7
Nonmarried.....	99	100.0	80.8	19.2	3.0	16.2	100.0	78.7	21.3	6.1	15.2
Married, wife entitled.....	127	100.0	50.4	49.6	30.7	18.9	100.0	49.6	50.4	30.7	19.7
Married, wife not entitled.....	86	100.0	53.5	46.5	26.7	19.8	100.0	46.5	53.5	32.6	20.9
Female primary beneficiaries.....	79	100.0	89.9	10.1	3.8	6.3	100.0	89.9	10.1	3.8	6.3
Aged widows.....	34	100.0	47.1	52.9	14.7	38.2	100.0	58.8	41.2	11.8	29.4
Widows with entitled children.....	75	100.0	68.0	32.0	12.0	20.0	100.0	68.0	32.0	13.3	18.7

<sup>1</sup> Includes 3 beneficiary groups consisting of male primary beneficiary, nonentitled wife, and entitled children.

Table 19.—Deficits: Percentage distribution of identical beneficiary groups by use of assets and debts incurred for living expenses, first and second survey years, St. Louis

Type of beneficiary group	Number	Total	Used assets				Incurred debts			
			Both years	First year and not second	Second year and not first	Neither year	Both years	First year and not second	Second year and not first	Neither year
Male primary beneficiaries <sup>1</sup>	315	100.0	10.5	17.8	6.3	65.4	0.3	10.2	2.5	87.0
Nonmarried	99	100.0	8.1	15.2	6.1	70.7		5.1		94.9
Married, wife entitled	127	100.0	14.2	18.9	6.3	60.6	.8	11.8	4.7	82.7
Married, wife not entitled	86	100.0	8.1	19.8	7.0	65.1		11.6	2.3	86.0
Female primary beneficiaries	79	100.0	10.1	19.0	2.5	68.4		10.1	2.5	87.3
Aged widows	34	100.0	20.6	41.2	5.9	32.4		11.8		88.2
Widows with entitled children	75	100.0	12.0	25.3	5.3	57.3	2.7	13.3	6.7	77.3

<sup>1</sup> Includes 3 beneficiary groups consisting of male primary beneficiary, nonentitled wife, and entitled children.

realized capital gains are deducted. The proportion of beneficiaries of this type who were really better off (about a third) was only slightly larger than the proportion worse off. After a similar adjustment in the change in net worth of aged widows and nonmarried men, these types, on the average, appeared to be in a less favorable position in 1944; also, in each instance, a larger proportion was probably worse off than better off. For women primary beneficiaries, estimated unrealized capital gains and losses about counterbalanced each other, so that their average reduction in net worth was about as shown on table 16; about a fifth had saved a little or paid off some obligations, but a fourth were apparently worse off.

Three-fourths of those who had improved their financial position (disregarding market changes) had been employed at least for a short time in one of the two survey years. Of those who were worse off, nearly as many had some earnings as had none, although in many cases the earnings were negligible. Among the beneficiary groups who had not used any of their assets or gone into debt in the interim, the proportions with and without earnings were about equal.

The preceding comparisons of net worth are made as of the end of the two survey years. When the financing of deficits in income by use of assets or creation of debts is considered, it will be noted that recourse to these methods of bolstering up the level of living had declined from the first to the second survey year (table 19). While the proportion of beneficiaries

who had used assets in the first survey year ranged from 15 percent of the nonmarried men to 41 percent of the aged widows, no more than 7 percent of any type used up any of their capital during the resurvey year. Reductions in the proportions who used assets to supplement current income were greater among the three types of women beneficiaries than among the three types of men beneficiaries. The amounts used in the resurvey year varied greatly, ranging as high as \$2,000.

Five percent of the nonmarried men and from 10 to 13 percent of the beneficiaries of other types had gone into debt during the first survey year to defray current living expenses; in the resurvey year, none of the aged widows and nonmarried men and only 2 percent of the female primary beneficiaries and the men with entitled wives had financed deficits by these means. Corresponding proportions for entitled couples and the younger widows were 5 and 7 percent.

### Conclusions

The period that began about a year before Pearl Harbor and ended in the early summer of 1944 was one of rising prices and rapid change toward a large labor force with full employment. The beneficiaries themselves had aged somewhat in these 2½ years, but the period was too short for many new disabilities to have occurred or for the assets of most to have been depleted by emergencies. Because the resurvey included only those who were well enough to be interviewed and still living in St. Louis, some of the seriously

disabled and some who had economic reasons for changing their living arrangements were excluded from the group of identical beneficiaries whose records were analyzed.

The average income of the identical beneficiaries had risen; for over half the men with nonentitled wives and younger widows and for a fourth of the beneficiaries of other types, it had risen proportionately more than the cost of living. Increased earnings and, to a much smaller extent, larger receipts from assets, public assistance, and relatives' contributions accounted for the change. The value of the beneficiaries' assets also was reported as higher, on the average, than in 1941; this change came primarily from the rise in the market value of stocks and real estate formerly held, rather than from new savings.

If the period under consideration had been one of industrial stability or contraction, or if a longer time had elapsed between the two surveys, the changes in the income and assets of the beneficiaries would not have been the same as in this period; the proportion of beneficiaries who would have maintained or bettered their financial condition, at least from non-relief sources, doubtless would have been smaller than shown by the two St. Louis surveys. The over-all effects of the wartime economy had greater weight in the change in the economic status of the beneficiaries as a group than failing health with attendant disablement for work and use of assets.

The years from 1941 to 1944 had definite advantages for studying the attitude of aged beneficiaries toward employment as contrasted with complete retirement. The extent to which aged beneficiaries in relatively good health are employed usually depends not only on their own desire to work but also on employment opportunities. In the war period, most aged persons, if able-bodied, could find work if they wished. The rising cost of living during the period studied made it necessary for beneficiaries to add to their income in the second survey year if they wished to maintain their 1941 level of living. Moreover, the 1941 incomes of some were too low to provide the basic necessities of life even at pre-

war prices. The surveys show that retired or partially retired workers who were physically able went to work in the war period or had more regular employment than in 1941. This situation supports the presumption that,

as a rule, persons over 65 years of age prefer work to other alternatives open to them, namely, living below their customary standard on their retirement incomes or, if in need, asking aid from relatives or public assistance.

## Factors Influencing Trends in Employment of the Aged

By S. J. Mushkin and Alan Berman\*

THE FUTURE COSTS of the old-age and survivors insurance program under the Social Security Act will depend in considerable measure on the extent to which aged persons choose to remain in gainful covered employment rather than to retire and receive an annuity under the insurance system. In turn, the aged worker's decision to retire or to keep on working is influenced by a number of factors. There is evidence that many of the aged now on the benefit rolls are those unable, because of their physical condition, to remain in covered employment. Many other aged workers, however, are able to work and, unless they have other resources, the small average benefit payable under the insurance program, coupled with rising living costs, compels them to continue in employment as long as jobs are available.<sup>1</sup>

As of June 1947, about 800,000 aged workers were receiving retirement benefits under the old-age and survivors insurance program; in addition, approximately a million workers were eligible to receive such benefits but elected instead to remain in covered employment. Despite the large number of aged persons with insured status who preferred active employment to retirement, it is significant that approximately 20 percent of all men 65 years or older were receiving retirement benefits under the old-age

and survivors insurance program or under the related programs of the railroad, civil-service, or State and local retirement systems. An additional 20 percent of the aged men in the population were receiving old-age assistance as of June 1947. Similarly, about 35 percent of the aged women were in receipt of benefits under social insurance and related retirement programs or were receiving old-age assistance.

Long-range planning of the Federal program of old-age and survivors insurance requires estimates of the flow of contributions and benefits and of the growth in reserves for many decades ahead. The distribution of ages at which persons will retire and receive benefits is one of a series of many assumptions that form a component part of these long-range projections.

An understanding of the trends in employment status of the aged over the past decades can be gained only by reference to the many changes that have occurred in demographic factors, in the basic employment structure of the economy, in social policy, and in individual and community attitudes.

The decennial censuses for the period 1870-1940, coupled with the estimates for more recent years by the Bureau of the Census in the *Monthly Report on the Labor Force*, provide a basis for observing the historical trend in the work status of the aged. Since the decennial censuses except that for 1940 were taken at approximately the same level of business activity, they generally furnish a uniform frame of reference for gauging secular employment and industrial

trends.<sup>2</sup> However, between the census of 1870 and the last one in 1940, there were changes in scope, in methods of enumeration and processing of returns, and in methods of presenting resultant occupational statistics. The occupational data used in this study are largely those available from a study made by Alba M. Edwards for the Bureau of the Census,<sup>3</sup> in which occupations listed in the censuses from 1870 to 1930 were arranged as nearly as practicable according to similar data in the 1930 census, with estimates when necessary for underenumeration and for interpolated age groups. The age breaks used here for particular occupations for those years came from unrevised census material, but these data were in turn revised in accordance with Mr. Edwards' estimates for aggregate overenumeration or underenumeration for each of the years.

The data for 1940 are those presented in the 1940 census report on the labor force. These data differ only slightly from the adjusted 1940 figures prepared later by Mr. Edwards.

For female gainful workers and the female labor force, the figures used here exclude unpaid family workers. They were eliminated from the employment data both because they were not "employed" in the same sense as other gainful workers and because their inclusion would have made the data less comparable from census year to census year. A correction for male unpaid family workers was not made, since in the aggregate such workers do not represent a significant proportion of all male workers.<sup>4</sup>

The data as adjusted are summarized in table 1, which shows the num-

<sup>2</sup> Clarence Long, *Size of the Labor Force: Under Changing Incomes and Employment*, rough draft presented to the Conference on Research in Income and Wealth, November 1946.

<sup>3</sup> *Sixteenth Census of the United States, 1940: Population, Comparative Occupational Statistics for the United States, 1870 to 1940*.

<sup>4</sup> Censuses before 1910 had no occupational listing for unpaid family workers. For 1910-30, female unpaid family workers constituted almost the entire group of female farm laborers. Therefore, for the censuses before 1910, female farm laborers are considered in this study as unpaid family workers and subtracted from total employment data for women workers.

\*Bureau of Research and Statistics, Division of Finance and Economic Studies.

<sup>1</sup> See Edna C. Wentworth, "Why Beneficiaries Retire," *Social Security Bulletin*, January 1945, pp. 16-20, and "Why Beneficiaries Returned to Work," April 1945, pp. 12-18.



ber of aged persons in the working population and aged workers as a percent of all aged persons in the country. Over the entire period 1870-1940 the number of men 65 years or older increased at a relatively greater rate than did the total male population, but the proportion of aged men in the working force declined. In 1870, 80.6 percent of the aged men were working; in 1910, 63.7 percent, and in 1940, 41.5 percent. During the same period, percentages of aged women who were working moved somewhat more erratically. Starting from a low in 1870, the percentages rose until 1910, declined from 1910 to 1940, and rose once more for 1947. In absolute numbers there was a rise, in general, for both men and women throughout this period. In April 1947, approximately 2.8 million persons 65 years and over, or 27 percent of the aged population, were in the labor force. Of this number, 2.4 million were men, who comprised 48.4 percent of all aged men. These figures reflect the residue of wartime demands on the civilian population to engage in productive employment and the favorable em-

Table 1.—Men and women 65 years of age and over who were gainfully occupied or in the labor force in the United States, 1870-1947

[See limitations discussed in text]

Year	Aged persons who were gainfully occupied or in the labor force <sup>1</sup>			
	Number (in thousands)		Percent of aged population	
	Men	Women	Men	Women
1870-----	3 481	3 34	80.6	5.8
1880-----	3 665	3 50	76.7	5.8
1890-----	911	91	73.8	7.7
1900-----	1,064	129	68.4	8.5
1910-----	1,266	168	63.7	8.6
1920-----	1,494	192	60.2	7.9
1930-----	1,939	262	58.3	7.9
1940-----	1,829	268	41.5	5.8
1947-----	2,390	3 435	48.4	8.0

<sup>1</sup> 1870-1930 data are for gainfully occupied; 1940 and 1947 data relate to the labor force. Excludes unpaid female family workers.

<sup>2</sup> Percents were estimated from trend lines, and applied to population of men and women 65 years of age and over. The 1870 population was corrected for underenumeration (see *Comparative Occupation Statistics for the United States, 1870 to 1940*, p. 91, table 14, footnote 5).

<sup>3</sup> Assuming 5,000 unpaid family workers.

Source: Bureau of the Census. Data for 1870-1940 from *Sixteenth Census of the United States, 1940: Population, Comparative Occupation Statistics for the United States, 1870 to 1940*, and decennial occupation census reports; data for 1947 from supplement to the *Monthly Report on the Labor Force, Population: MRLF No. 59-S*, June 3, 1947.

Table 2.—Men and women 65 years of age and over who were gainfully occupied in nonagricultural industries or who were in the nonagricultural labor force, as percent of urban and rural nonfarm population 65 years of age and over, 1920-40

Year	Men and women 65 years of age and over					
	Urban and rural nonfarm population <sup>1</sup> (in thousands)		Gainfully occupied in nonagricultural industries or nonagricultural labor force (in thousands)		Nonagricultural gainfully occupied or labor force, as percent of urban and rural nonfarm population	
	Men	Women	Men	Women	Men	Women
1920-----	1,700	1,847	842	143	49.5	7.7
1930-----	2,424	2,638	1,164	212	48.0	8.0
1940-----	3,272	3,798	1,139	239	34.8	6.3

<sup>1</sup> Census classifications, 1920-40, for urban, rural nonfarm, and rural farm are not strictly comparable.

<sup>2</sup> Excludes unpaid family workers.

Source: Bureau of the Census. *Sixteenth Census of the United States, 1940: Population*, Vol. 2, Pt. 1, U. S. Summary; *Comparative Occupation Statistics for the United States, 1870 to 1940*; and decennial occupation census reports.

ployment opportunities for older workers.

The trend in the work status of the aged in the nonagricultural sector of the economy is of more direct interest than the aggregate employment trend in evaluating the development of Federal old-age and survivors insurance, since agricultural workers are not as yet covered under that system. There is, however, no adequate way of measuring the employment trends of aged workers in industry and commerce. Although data are available on the employment of aged workers by industry, comparison among industries is difficult because of the movement of retired farmers from farms to towns and cities and the lesser movement of industrial and commercial workers to towns and rural farm areas when they retire.

By way of approximating the trend in employment of aged workers in nonagricultural industries, the number of aged persons engaged in such industries was compared with the nonfarm aged population (table 2). In 1920, 49.5 percent of all aged men in urban and rural nonfarm areas were gainfully employed. Between 1920 and 1930, this proportion declined by only 1.5 percentage points, while the proportion of gainfully employed

women 65 years of age and over in urban and rural nonfarm areas increased slightly—0.3 percentage points. A sharper decline in the employment of the aged occurred by 1940. Census data for that year show a decline of 13.2 percentage points from 1930 in the number of aged men in the nonagricultural labor force and of 1.7 percentage points for aged women workers. These changes parallel those indicated by the data on aged men and women workers in all pursuits shown in table 1.

In evaluating the sharp decline from 1930 to 1940, two major qualifications must be considered, namely, the count of aged in the population and of aged in the labor force. The Sixteenth Population Census gives the following qualification on the count of the aged:

A comparison of the 1940 age data for the United States with a computation of the expected survivors from the 1930 population indicates that the number of persons enumerated in 1940 as 65 years of age and over was appreciably in excess of the number that might be expected to have survived from the group 55 years old and over in 1930. This comparison also indicates that the number of persons 55 to 64 years of age in 1940 was somewhat smaller than the number that might be expected to have survived from the age group 45 to 54 years in 1930. It is possible that the enactment of old-age insurance and old-age assistance legislation during the decade may have led to some overstatement of age in 1940 by persons actually 55 to 64 years old, but it is also possible that persons in this age range may have understated their ages in 1930.<sup>3</sup>

Concerning the aged in the labor force, the Bureau of the Census says:

For persons over 65 years of age, and to some extent for those 55 to 64 years old, the statistics on employment status are less reliable and less meaningful than for younger persons. In these age classes it is difficult to draw the line between able-bodied persons seeking work and disabled and retired persons no longer in the labor force. Moreover, many men in these age groups at the time of the census had been forced into retirement because of their inability to compete with younger workers, although they were still able and willing to work. Many of these prematurely retired workers should be considered as part of the Nation's potential labor supply in periods of labor

<sup>3</sup> *Sixteenth Census of the United States, 1940: Population*, Vol. 4, Pt. 1, U. S. Summary.

shortage, although they were not actively seeking work at the time of the 1940 census.<sup>6</sup>

Because of the lack of census data on the age distribution of urban and rural nonfarm population before 1920, another measure was developed in this study to isolate the influence of farm employment on the employment trends of the aged. For each of the census years 1870-1940 the proportion of aged men to all men gainfully occupied (or in the labor force) was computed separately for agricultural and nonagricultural pursuits. These two percentages for each census year were then applied respectively to modified figures for all males in agricultural and nonagricultural classifications.<sup>7</sup> The resulting numbers of aged men gainfully occupied in the two categories were added together for each census year and then expressed as percentages of the total aged male population (see tabulation). The same procedure was fol-

<sup>6</sup> *Sixteenth Census of the United States, 1940: Population*, Vol. 3, Pt. 1, U. S. Summary.

<sup>7</sup> The modified agricultural gainfully occupied figures were based on the percentage of the total male population engaged in agriculture in 1940 applied to the various total male populations of each census year. Then the modified figures for the nonagricultural gainfully occupied were obtained by subtracting the derived modified figure for agricultural gainfully occupied from the reported total gainfully occupied in the census.

Table 3.—Men and women 65 years of age and over: Total number and percent of total population in the United States, 1870-1947

Year	Population 65 years of age and over			
	Number (in thousands)		Percent of total population	
	Men	Women	Men	Women
1870.....	597	595	3.0	3.0
1880.....	868	856	3.4	3.5
1890.....	1,234	1,184	3.8	3.9
1900.....	1,555	1,525	4.0	4.1
1910.....	1,986	1,964	4.2	4.4
1920.....	2,483	2,450	4.6	4.7
1930.....	3,325	3,309	5.4	5.5
1940.....	4,377	4,587	6.6	7.0
1947.....	5,026	5,498	7.1	7.7

Source: Bureau of the Census. Data for 1870-1930 from *Sixteenth Census of the United States, 1940: Population, Comparative Occupation Statistics for the United States, 1870 to 1940*; data for 1940 and 1947 from *Population, Special Reports*, Series P-46, No. 7, Sept. 15, 1946.

Table 4.—Percent of total population gainfully occupied or in the labor force and percent of gainfully occupied or in the labor force, 65 years of age and over, by sex, for the United States, by decennial years 1870-1940, 1947

Year	Percent of total population gainfully occupied or in the labor force		Percent of gainfully occupied or in the labor force, 65 years of age and over	
	Men	Women	Men	Women
1870.....	54.7	7.5	4.4	2.3
1880.....	57.8	8.4	4.5	2.4
1890.....	60.2	11.3	4.7	2.7
1900.....	61.2	12.4	4.5	2.6
1910.....	63.2	14.9	4.2	2.5
1920.....	62.7	15.4	4.4	2.4
1930.....	61.3	16.9	5.1	2.6
1940 <sup>1</sup> .....	60.5	18.9	4.6	2.2
1947 <sup>2</sup> .....	60.4	21.6	5.6	2.8

<sup>1</sup> Represents percents of total population in the labor force and of labor force 65 years of age and over.

<sup>2</sup> Same as footnote 1 except that labor-force data apply to civilians only.

Source: Data for 1870-1940 from *Sixteenth Census of the United States, 1940: Population, Comparative Occupation Statistics for the United States, 1870 to 1940*, and decennial occupation census reports; data for 1947 from supplement to the *Monthly Report on the Labor Force*, Population: MRLF No. 59-S, June 3, 1947; and *Population, Special Reports*, Series P-46, No. 7, Sept. 15, 1946.

lowed to obtain the percents for the aged women who were estimated to be gainfully occupied. The method used assumes that the proportion of aged persons in agriculture and in nonagricultural industries would be the same as those indicated by each census despite the assumed 1940 distribution between industry and agriculture for each census year of employment. On the basis of this analysis, the percents of aged men and women gainfully occupied or in the labor force were as follows:

Year	Men	Women
1870.....	58.7	7.2
1880.....	56.6	6.3
1890.....	62.1	6.5
1900.....	60.2	6.8
1910.....	56.8	7.5
1920.....	58.2	6.6
1930.....	56.1	7.4
1940.....	41.5	5.8

Although by this method the proportion of aged men gainfully occupied or in the labor force is shown to decline, the decline from 1870 to 1930 is small; table 1, on the other hand, indicates a steep and continuous decrease. For women the tabulation would seem to be in agreement with table 1; in both instances the trend values are rather indeterminate.

## Demographic Factors

In the 70-year period from 1870 to 1940, the proportion of aged persons in the population more than doubled (table 3). The proportion of aged men rose from 3.0 percent of the male population in 1870 to 6.6 percent in 1940, and the proportion of aged women in the female population rose from 3.0 percent to 7.0 percent. In the 60-year period from 1940 to 2000 the proportion of the aged in the population is expected to double again—from 6.6 to 11.7 percent for men and from 7.0 to 14.6 percent for women.<sup>8</sup>

The aged have constituted an increasing proportion of the total labor force over the past decades. Although the proportion of aged men who were working has declined over the decades, workers 65 years and over have accounted for a slightly rising percent of the total male labor force (table 4). Women workers aged 65 and over, in contrast, have represented a fairly constant proportion of the female labor force.

The age distribution of persons 65 years and over is an important factor in determining their employment status, since their age determines in part their availability for work.

While the median age of the population rose from 20 years in 1870 to 29 years in 1940, the median age of those aged 65 and over remained almost constant—about 71.2 for men

<sup>8</sup> Bureau of the Census. *Population, Special Reports*, Series P-46, No. 7, Sept. 15, 1946.

Table 5.—Mean and median age of population 65 years of age and over and median age of total population, 1870-1940

Year	Mean age of the aged		Median age of the aged		Median age of total population	
	Men	Women	Men	Women	Men	Women
1870.....	72.2	72.7	71.1	71.6	20.2	20.1
1880.....	72.0	72.6	71.1	71.7	21.2	20.7
1890.....	72.1	72.6	71.4	71.6	22.3	21.6
1900.....	72.1	72.4	71.2	71.5	23.3	22.4
1910.....	72.1	72.4	71.1	71.5	24.6	23.5
1920.....	72.0	72.6	71.2	71.7	25.8	24.7
1930.....	72.0	72.4	71.2	71.6	26.7	26.2
1940.....	72.1	72.4	71.3	71.6	29.1	29.0

<sup>1</sup> Unrevised population count.

Source: Bureau of the Census. *Sixteenth Census of the United States, 1940: Population*, Vol. 2, Pt. 1, U. S. Summary; and census reports of number of inhabitants, 1870-1940.

and 71.6 for women (table 5). The relative stability of the age distribution among the aged suggests that increasing age has not been a factor in the decline in the proportion of aged in the working force during this period. The intermediate population estimates prepared by the Bureau of the Census, based on earlier National Resources Planning Board estimates, indicate that by the year 2000 the median age of the aged will have increased by about 1 year.

### *Economic Factors*

The gradual transition of the Nation from an agricultural to a primarily industrial economy has had a significant influence on the aggregate trends in the employment status of the aged. With industrialization came mechanization and a rationalization of industrial processes. A variety of such forces reduced the possible areas of work for those 65 years and over. On the other hand, the greater opportunity for employment in consumer services of various kinds and in the professions and the marked reduction in hours of work are factors that should be favorable for the older worker.

The relative decline in agricultural employment over the past decades has undoubtedly had an important influence on the employment status of the aged. Individuals can be useful on the farm to a considerably more advanced age than is possible in industry. The chances for work were accordingly greater when a large segment of the working force of the Nation was engaged in farming than at present, when industrial and commercial pursuits predominate and large-scale enterprise has narrowed the area of effective self-employment.

From 1870 to 1947 the proportion of the male population at work in agriculture dropped more than 70 percent. In 1870, 43.5 percent of all men who were working were employed in agriculture and by 1947, 12.0 percent. In 1870, 6.4 million men were employed in agriculture. The number reached a peak—10.4 million—in 1910 and then declined to 6.9 million in 1947. During the same period, 1870-1947, total male employment increased fourfold.

When unpaid family workers are

excluded, employment of women in agriculture has been relatively insignificant throughout the entire period 1870-1947. In 1870, 0.2 percent of the female population of working age was engaged in agriculture; in 1920, 1.3 percent; and in 1947, 0.6 percent. There was a continued rise in female agricultural employment until 1920, when the figure stood at 500,000. From then until 1940 it declined. During the war, all-time highs were reached, but by April 1947 the number had dropped off to 350,000. Over the period 1870-1947 all female employment rose from 1.5 million to 15.4 million.

The decline in employment opportunities for the aged that accompanied the decline in the importance of agriculture in the economy has been offset, in part, by the growth in other types of occupations in which the aged have been able to engage in productive employment. Nonagricultural self-employment, in which the aged can set their own conditions and pace of work, has shown some increase. Chart 1 illustrates the broad changes in patterns of employment that have occurred from 1910 to 1940. The relative number of professional persons increased about 50 percent. The proportion of proprietors in wholesale and retail trade also went up somewhat. The continued importance of self-employment as an occupation for the aged is illustrated by the fact that 55 percent of all aged men employed in 1940 were employers or "own-account" workers.<sup>9</sup> Other occupations in which there was a concentration of aged workers include the apparel and accessory shops, finance and real estate, and various personal services, as well as the professions.

The differences in the age distribution of workers in different industries suggest a variety of factors that influence job opportunities for aged persons or those approaching retirement age. These include such factors as the historical influx of various national groups into specific industries, such as that of Jewish immigrant workers into the clothing trades at the turn of the twentieth century,

<sup>9</sup> *Sixteenth Census of the United States, 1940: Population, The Labor Force* (Sample Statistics), table 11.

the effects of seniority provisions and union and industry restrictions on the training of new workers in skilled trades, the physical requirements of an occupation in relation to the capacity of the older worker, and the importance of skills that permit the aged to keep their jobs in specific industries. Table 6 shows the median age of the employed labor force, excluding emergency workers, for industries in which at least 5 percent of the workers were aged 65 or over. Of this group, agriculture was by far the most important, with 41 percent of all employed men 65 years of age and over. The median age of all men engaged in agriculture was 39.4 years. The second most important group, from the standpoint of employment of the aged, was insurance and real estate, which accounted for 3 percent of the aged employed men in 1940; the median age of the men in this industry was 43.2 years. As a whole, the table reflects the concentration of aged men in services, trades, professions, and agriculture. In only three industries—agriculture, hotels and lodging places, and certain non-profit organizations—did aged women account for as much as 5 percent of all the women employees.

Employment opportunities for the aged are affected not only by the general patterns of employment but also by the changes in industrial processes. The dilution of skills reflected in the relative growth in the number of semiskilled workers as compared with the relative decline in the number of skilled workers has lessened the opportunity of skilled older workers to compete for jobs. Along with the dilution of skills, the increasing speed of industrial processes has acted as a deterrent to the employment of older workers.

However, increased mechanization of industry and the application of mass production techniques have been accompanied by a steady reduction in working hours. From 1870 to 1940 the average weekly hours of employment dropped more than one-third, from 66.3 to 43.0 hours.<sup>10</sup> While, thus far, the reduction in the workweek has not seemingly altered the declin-

<sup>10</sup> J. Frederic Dewhurst and Associates, *America's Needs and Resources*, p. 23, table 3. (Twentieth Century Fund.)



ing trend in employment of persons aged 65 and over, with further reduction in the workweek, workers may find continued employment possible even after reaching age 65.

The chances of aged persons' finding jobs are tied in very closely with the national employment situation. The influences of cyclical fluctuations on employment trends of the aged are sharply revealed by the situation of older workers in 1940 and that in subsequent years. In the depression of the 1930's many aged persons lost their jobs and were forced into retirement. These withdrawals are re-

flected in the sharp drop in the proportion of aged workers in the labor force in 1940. The favorable economic climate during the war created employment opportunities for the aged as well as for other workers, and the proportion of the aged in the labor force increased and in 1947 was above the 1940 level. The Nation is committed to a policy of fostering maximum production, purchasing power, and employment through the cooperative efforts of industry, agriculture, labor, consumers, and government. The continued enjoyment of a high level of production and employment

would maintain favorable job opportunities for the aged. A prosperous Nation, however, can afford the luxury of allowing its aged citizens to choose between gainful employment and retirement and leisure.

### Socio-Economic Policies

Protective Federal and State legislation relating to minimum wages, working conditions, accident prevention, lighting, sanitation, and rest periods also influences the conditions surrounding employment and both the suitability of aged persons for work and their decisions to remain on the job.

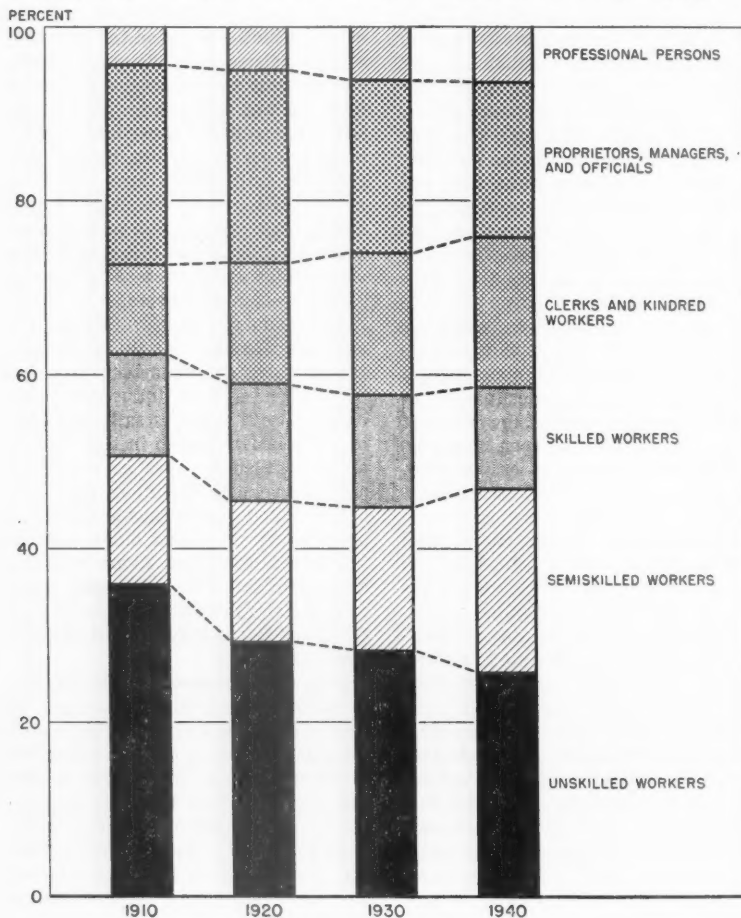
With the growth in labor-union organization, seniority provisions established by labor-management agreements have assumed increasing importance in recent years. These provisions generally operate to safeguard the jobs of older workers during periods of lay-offs and rehiring. This is especially true since older workers are generally less mobile; labor turnover among the upper age groups tends to be substantially lower than that in the younger age groups.

The rapid development and extension of retirement plans in the past decade or so have undoubtedly influenced retirement practices. Private industrial pensions for the aged were first introduced about 1875. In its initial stages the pension movement grew rather slowly; by 1900 only about a dozen plans had been set up, by 1920 about 270 were in force, by 1935 there were approximately 750 voluntary pension plans in operation. The majority of the workers covered by these plans were employed in the large heavy industries, however, and at no time before 1935 were more than 15 percent of the employees in industrial, commercial, and transportation establishments covered.<sup>11</sup> In 1935, Federal legislation set up retirement programs for all workers in industry, commerce, and rail transportation. In 1946, 41.5 million workers had insured status under the old-age and survivors insurance program,<sup>12</sup> 1.75 million jobs were

<sup>11</sup> Committee on Economic Security, *Social Security in America*, pp. 172-173.

<sup>12</sup> Excluding veterans insured under section 210 of the 1946 amendments to the Social Security Act.

Chart 1.—Percentage distribution of persons aged 14 and over gainfully occupied in 1910, 1920, and 1930 and in the labor force in 1940, by social-economic groups



Source: Bureau of the Census. *Sixteenth Census of the United States, 1940: Population, Comparative Occupation Statistics for the United States, 1870 to 1940.*

Table 6.—Percentage distribution of all aged employed men and women and median age of employed men and women (excluding emergency workers) in industries in which 5 percent or more of the workers were aged 65 and over, 1940

Sex and industry	Median age	Percent of all aged employed men or women
All employed men aged 65 and over.....	38.3	100.0
Agriculture.....	39.4	41.0
Leather and leather products except footwear (manufacturing).....	38.4	.3
Apparel and accessories stores.....	41.4	1.0
Hardware, farm implements, and building material retailing.....	39.1	1.1
Other retail stores.....	38.7	2.2
Finance, insurance, and real estate.....		
Insurance and real estate.....	43.2	3.3
Business and repair services, except automobiles.....	39.7	1.2
Personal services.....		
Domestic service.....	40.3	1.1
Hotels and lodging places.....	39.0	.9
Miscellaneous personal services.....	42.6	1.3
Professional and related services.....		
Medical and other health services.....	41.5	2.0
Legal, engineering, and miscellaneous professional services.....	41.2	1.1
Charitable, religious, and membership organizations.....	45.8	1.6
Government (not elsewhere classified).....	41.9	2.7
All other industries.....		40.2
All employed women aged 65 and over.....	32.3	100.0
Agriculture.....	35.4	12.2
Hotels and lodging places.....	43.3	7.9
Charitable, religious, and membership organizations.....	39.0	3.2
All other industries.....		76.7

Source: Bureau of the Census. *Sixteenth Census of the United States, 1940: Population, Vol. 3, The Labor Force*, Pt. 1, U. S. Summary, table 80.

covered under railroad retirement, 2.25 million under Federal civil-service and related systems, and 2 million under State and local retirement plans. In addition, many private industry plans have been adopted or amended to provide supplementary retirement benefits for their employees. In 1946 there were about 7,500 such plans in operation, or 10 times the number in effect in 1935.

Retirement plans meet an essential need for security of workers in their old age if they are unable to work or if they lose their earnings through unemployment. Such programs facilitate the retirement of older persons whose continued employment might lead to inefficiency in production processes or, as in the railroad industry,

might be hazardous to public safety. These plans also provide a basic income to aged individuals who retire voluntarily.

### Psychological Factors

More intangible influences affecting trends in employment of the aged are the psychological and social factors that determine the availability of the aged for gainful employment. Most people want to be one of the group and to act as the other members of the group do; if most of the older members of the community have jobs, the jobless old person feels he is the "odd" one and out of his group's activities. Community sentiment, the attitude of society, opinions of friends and family all contribute to shaping the motivation of the older worker to seek or continue in employment. The wartime delay in retirement and the return of many aged workers to employment after they had retired demonstrated the importance of community sentiments on the employment of the aged. Patterns of thought concerning the work status of the aged generally evolve slowly and are conditioned in turn by earlier experiences. The declining trend in employment of the aged over the past 70 years occurred within the framework of an age distribution of population in which the aged, though increasing in relative importance, represented only a small percent of the total population. In another four or five decades, when the aged are expected to represent more than 13 percent of the population, the increase in their relative importance may alter their attitude toward remaining in the labor market, and the attitude of industry toward fostering favorable work conditions for aged persons may also alter, thereby encouraging a larger participation of the aged in employment.

Contributing to the desire for employment on the part of the aged, along with the necessity of family and self-support, are the desire for self-expression and the need to make a contribution to society. On the other hand, with increased leisure time resulting from the shortening of the workweek, recreation habits and hobbies take on greater importance in the normal life of adults. Habits

of leisure and established hobbies, when they exist, reduce the pressure on older persons to maintain active interests through gainful employment and accordingly make the environment for retirement more favorable.

### Summary

The proportion of all aged persons who are engaged in gainful employment has declined fairly steadily over the past seven decades. This decline was interrupted by the demand for rapid expansion of the labor force during two world wars but was accelerated by the depression of the 1930's. Many factors—demographic, economic, social, and psychological—are reflected in this historical trend. As older citizens become an increasingly large proportion of the total population, however, the earlier trend may very possibly be reversed. Employment policies and practices that were satisfactory when only 3 percent of the population was 65 years and over and the median age of the population was about 20 may prove unsatisfactory when more than 13 percent of the population is in the older ages and the median age of the population rises to 37 or 38 years. In the past, job opportunities for the aged diminished with the relative decline in agricultural employment, the growth of large-scale industries, and the development of mass-production techniques. However, many factors—including the growth in professional employments and in employment in the trades and service industries, the shortening of the workweek, and the improvement in working conditions—may create a more favorable environment for employment of the older worker. Improved health of the population and of the aged would increase the availability of the aged for work. The growth in application of seniority rules in industries and in provisions for retirement annuities for the aged, as well as changes in psychological and community sentiments toward their employment, will also have a profound influence on their employment status in the future. Whatever changes occur in the proportion of the aged employed in the labor force will significantly affect the costs of the old-age and survivors insurance program.

## Employment Security

### Unemployment Claims and Benefits

#### State Programs

Total initial claims for State unemployment insurance declined sharply during June, from 1,166,000 to 878,000. If, however, New York's transitional claims for the new benefit year—which do not represent new unemployment—are excluded from both months, the decline was only from 886,400 to 871,500. Continued claims, on the other hand, edged up by 104,000 to 4,906,000, though 34 States, including all those west of the Mississippi River but Louisiana, reported fewer claims than in May. These declines were more than offset, however, by the increases in about half the Eastern States, particularly those manufacturing nondurable goods. Part of the increase for the country as a whole may be attributed to the fact that the June totals include claims rescheduled from Memorial Day, when the claims offices were closed. The number of weeks of unemployment compensated during the month rose by 67,000 to a total of 4,219,000. As a result, benefit expenditures increased, as in the 3 preceding months, going up from \$72.3 million to \$73.6 million. The average weekly number of beneficiaries rose from 940,000 to 1,006,000. This was the first time since July 1946 that the number was more than a million.

In spite of partial set-backs, industry has been working at a level of more-than-full employment. Large-scale shifts of the labor force, however, and lay-offs of workers at a much higher rate than might be anticipated at the present level of business activity have caused the comparatively high levels of claims and benefits. The number both of initial claims, adjusted for transitional claims for new benefit years, and of waiting-period claims declined slowly from the first half of May to early June in all parts of the country, suggesting that the seasonal revival was greater than the lay-offs in single industries passing through liquidation. The downward trend in initial and waiting-period

claims has not been reflected, however, in the number of compensable claims, which has remained relatively steady.

According to the Bureau of Labor Statistics, a vigorous spurt in housing activity took place in June, and the seasonal slump in some consumer soft goods leveled off. The continued mild seasonal downturn of the past few months in the textile industry was reflected in the claims levels in the New England area. About 75,000 new housing units were started in June, an increase of 2,500 over the postwar record set in May and more than in any other month since the boom days of the 1920's. The rise was particularly significant because June often marks the beginning of a seasonal decline in the construction industry. Census estimates of unemployment rose from 1,960,000 to 2,555,000, but this rise was due primarily to the entrance of boys and girls into the labor force at the end of the school term. On the other hand, seasonal expansions, superimposed on the demand generated by high incomes and the pressing backlog of needs, pushed civilian employment above 60 million during June.

Total initial claims declined 288,000 during June, but when New York's transitional claims are eliminated

from both May and June figures the decline was only 14,500. Virginia reported the largest decrease, 11,000, but this shift was merely a return to a more normal level, since the May totals were inflated by claims from persons whose claims were in active status at the close of the old benefit year. The Massachusetts decline of 8,700 conformed to the usual pattern for the third month of the benefit year. Although all but one of the New England States reported a tapering off in initial claims during June, the current volume of initial claims in those States remained relatively high in comparison with the levels before the beginning of the new benefit years and the seasonal slump in textile manufacturing. The decrease of 5,300 in California's initial claims marked the second successive month this State has reported a significant decline, which occurred despite several large trade disputes and lay-offs in the Los Angeles area. New York's total initial claims dropped 257,100, but correction for the new benefit year's transitional claims left an actual increase of 16,600, attributed to the heavy filing attending the new benefit year. Oregon's jump of 10,400 in initial claims was due entirely to claims filed in advance for the new benefit year, which begins July 1.

The rise of 104,000 in continued claims was highlighted by the increase of 90,700 in New York. The beginning of the new benefit year and

Table 1.—Summary of unemployment insurance operations, June 1947

Item	Number or amount	Amount of change from—	
		May 1947	June 1946
Initial claims.....	1 878,000	-288,000	+117,000
New.....	1 592,000	-254,000	+14,000
Additional <sup>2</sup> .....	1 286,000	-34,000	+103,000
Continued claims.....	1 4,906,000	+104,000	-489,000
Waiting-period <sup>3</sup> .....	1 548,000	+57,000	+69,000
Compensable.....	1 4,358,000	+46,000	-558,000
Weeks compensated.....	1 4,219,000	+67,000	-869,000
Total unemployment.....	1 4,003,000	+58,000	-905,000
Other than total unemployment <sup>4</sup> .....	1 216,000	+8,000	+36,000
First payments.....	1 543,000	+160,000	+23,000
Exhaustions.....	1 103,000	-5,000	-57,000
Weekly average beneficiaries <sup>5</sup> .....	1 1,006,000	+66,000	-168,000
Benefits paid <sup>6</sup> .....	1 \$73,559,000	+\$1,204,000	-\$19,423,000
Benefits paid since first payable <sup>7</sup> .....	\$4,142,792,050		
Funds available as of June 30.....	\$7,030,834,417	-\$32,068,609	+\$298,105,545

<sup>1</sup> Includes estimates for Illinois and Ohio.

<sup>2</sup> Excludes Texas, which has no provision for filing additional claims, and Ohio before September 1946.

<sup>3</sup> Excludes Maryland, which has no provision for filing waiting-period claims.

<sup>4</sup> Includes estimate for Maine and Vermont; also for New York for total unemployment only.

<sup>5</sup> Excludes Montana, which has no provision for payment of other than total unemployment.

<sup>6</sup> Before July 1946, computed from weeks compensated in the calendar month; beginning July 1946, computed from weeks compensated in the weeks ended during the month.

<sup>7</sup> Gross: not adjusted for voided benefit checks.

<sup>8</sup> Net: adjusted for voided benefit checks.

the continuation of the seasonal slump in the apparel industry were probably the principal factors. The jump of

42,700 in Massachusetts was the second largest in the Nation. Dullness in the leather and textile industries

was a factor. Outstanding decreases in continued claims were reported by the three Pacific Coast States—21,700

Table 2.—Initial claims received in local offices, by State, June 1947

[Data reported by State agencies; corrected to July 16, 1947]

Region and State	Total <sup>1</sup>				New	
	All claimants	Amount of change from—		Women claimants	Inter-state as percent of total	All claimants
		May 1947	June 1946			
Total <sup>2</sup>	878,000	-288,000	+117,000	408,000	4.6	592,000
Region I:						
Conn.	11,459	-840	+4,507	6,249	4.7	9,641
Maine	5,374	-1,861	+2,656	3,051	3.9	3,112
Mass.	45,236	-8,691	+21,686	22,960	2.5	36,246
N. H.	3,175	-1,943	+2,236	1,733	7.0	2,279
R. I.	8,904	+92	+4,433	4,449	4.5	7,085
Vt.	1,098	-585	+691	601	10.5	844
Region II-III:						
Del.	1,367	+183	+324	639	9.9	1,065
N. J.	44,912	+2,216	+20,201	22,092	4.4	29,101
N. Y.	248,608	-257,061	+57,619	132,943	2.2	150,667
Pa.	91,228	-4,375	-241	31,144	2.8	66,821
Region IV:						
D. C.	1,255	+16	+197	646	23.7	1,204
Md.	10,661	-2,284	+1,413	4,775	3.5	8,057
N. C.	13,693	+1,125	+9,012	8,936	4.1	10,299
Va.	5,109	-10,981	-254	2,856	8.7	4,950
W. Va.	6,604	+889	-2,574	1,727	9.3	5,282
Region V:						
Ky.	6,715	+16	-183	3,065	10.7	5,417
Mich.	49,806	-5,278	-35,407	16,656	2.4	29,949
Ohio <sup>3</sup>						
Region VI:						
Ill. <sup>4</sup>						
Ind.	16,077	+291	-767	5,956	3.8	8,786
Wis.	4,357	-284	-2,922	2,352	5.4	3,107
Region VII:						
Ala.	7,904	-963	-2,569	2,730	9.1	6,326
Fla.	11,528	+1,013	+3,191	5,794	17.0	9,091
Ga.	10,985	+124	+5,673	6,078	4.7	7,883
Miss.	3,570	+491	+1,114	1,923	10.8	2,801
S. C.	4,723	+753	+2,204	2,266	9.5	3,715
Tenn.	10,833	+928	+2,911	5,320	7.7	8,524
Region VIII:						
Iowa	2,401	+281	-1,908	1,103	10.0	1,549
Minn.	3,767	-327	-1,116	1,574	7.6	2,972
Nebr.	823	-38	-807	380	13.2	556
N. Dak.	122	-29	-241	66	30.3	82
S. Dak.	127	-45	-210	56	48.0	112
Region IX:						
Ark.	4,091	+357	-732	1,120	18.4	3,361
Kans.	2,628	-369	-2,476	1,122	26.4	2,041
Mo.	23,175	-650	+4,590	10,618	5.5	12,415
Okla.	4,711	-302	-2,516	1,657	17.9	3,452
Region X:						
La.	7,776	+625	-586	2,742	6.0	6,289
N. Mex.	665	+47	+73	204	35.6	567
Tex.	11,266	+168	-636	4,418	9.7	11,266
Region XI:						
Colo.	1,451	-340	-834	598	30.1	1,222
Idaho	643	-71	-305	420	26.7	431
Mont.	567	-286	-497	270	18.3	368
Utah	1,272	+147	-175	531	17.6	789
Wyo.	263	-8	-61	128	28.9	204
Region XII:						
Ariz.	2,272	-162	+300	980	37.4	1,883
Calif.	95,318	-5,255	+23,991	41,885	5.7	55,675
Nev.	875	-35	+319	329	37.8	655
Oreg.	16,681	+10,422	+10,785	6,746	5.6	13,186
Wash.	9,373	-259	0	2,770	8.7	3,663
Regions XIII and XIV:						
Alaska	95	-5	+19	45	18.9	49
Hawaii	327	+52	+256	109	8.0	276

<sup>1</sup> Includes additional claims except in Texas, which has no provision for filing such claims.

<sup>2</sup> Includes estimates for Illinois and Ohio; data not received.

<sup>3</sup> Data not received.

<sup>4</sup> Since Wisconsin has no provision for a benefit year, a new claim is a claim requiring a determination of benefit amount and duration, as well as eligibility for benefits, on a per employer basis.

Table 3.—Continued claims received in local offices, by State, June 1947

[Data reported by State agencies; corrected to July 16, 1947]

Region and State	Total <sup>1</sup>				Compensable	
	All claimants	Amount of change from—		Women claimants	Inter-state as percent of total <sup>2</sup>	All claimants
		May 1947	June 1946			
Total <sup>2</sup>	4,906,000	+104,000	-489,000	2,504,000	4.9	4,358,000
Region I:						
Conn.	73,065	+8,880	+22,905	39,864	3.5	65,032
Maine	49,936	-3,798	+15,139	28,682	2.9	47,676
Mass.	379,680	+42,686	+144,407	190,838	1.8	339,652
N. H.	31,178	+2,138	+23,468	16,800	6.2	28,441
R. I.	70,393	-1,224	+4,106	37,294	3.8	64,538
Vt.	10,619	+1,077	+3,884	5,380	6.5	9,864
Region II-III:						
Del.	6,770	-540	-2,333	3,213	8.2	6,333
N. J.	316,331	+12,849	+39,743	172,040	3.3	292,609
N. Y.	1,034,366	+90,669	+258,033	551,123	2.6	824,189
Pa.	413,137	+15,685	-99,041	183,470	3.5	375,470
Region IV:						
D. C.	14,070	-902	+4,518	7,297	11.2	13,255
Md.	73,793	+7,057	-32,813	37,716	2.6	73,793
N. C.	86,188	+7,952	+34,931	64,072	4.1	75,841
Va.	55,113	+17,321	-17,072	38,679	6.3	50,649
W. Va.	48,442	+1,328	-38,012	13,840	10.3	46,797
Region V:						
Ky.	49,073	-307	-35,888	24,197	13.5	45,848
Mich.	158,976	-13,510	-295,743	62,327	4.1	141,375
Ohio <sup>3</sup>						
Region VI:						
Ill. <sup>4</sup>						
Ind.	49,065	-899	-51,534	25,405	7.4	44,124
Wis.	22,316	-1,229	-29,306	12,906	8.7	18,614
Region VII:						
Ala.	56,531	+60	+12,455	23,780	8.1	51,668
Fla.	60,578	-2,643	-20,198	33,340	17.2	55,186
Ga.	64,726	+3,441	+23,377	41,423	4.2	62,499
Miss.	20,483	-6	-130	11,583	14.2	16,679
S. C.	16,320	+148	-578	8,662	14.6	14,051
Tenn.	94,012	-3,394	+4,893	49,686	7.2	88,318
Region VIII:						
Iowa	16,517	-1,049	-11,240	8,095	10.3	14,324
Minn.	16,982	-3,869	-20,562	8,421	7.0	15,001
Nebr.	4,523	-1,337	-8,255	2,561	15.9	4,042
N. Dak.	1,048	-701	-2,825	598	34.4	1,018
S. Dak.	1,249	-412	-2,009	711	58.4	1,197
Region IX:						
Ark.	24,939	-6,305	-25,740	8,544	22.8	23,729
Kans.	20,744	-4,669	-27,823	8,883	27.1	19,759
Mo.	130,178	-8,596	-6,805	60,285	8.3	112,142
Okla.	24,939	-2,708	-30,053	8,776	16.4	22,640
Region X:						
La.	32,892	+31	-15,644	12,139	8.0	28,856
N. Mex.	3,549	-531	-2,355	1,104	39.3	3,346
Tex.	40,096	-5,136	-26,307	18,396	19.3	33,596
Region XI:						
Colo.	9,849	-323	-7,849	4,099	22.9	8,582
Idaho	5,961	-1,980	-413	3,821	21.6	5,421
Mont.	5,372	-2,534	-6,990	2,936	21.2	4,927
Utah	6,653	-1,672	-9,164	3,476	13.5	6,478
Wyo.	1,446	-660	-797	756	18.9	1,308
Region XII:						
Ariz.	9,825	-2,547	-3,356	4,410	49.5	9,283
Calif.	725,150	-16,363	+92,029	368,961	4.5	681,196
Nev.	4,582	-963	+676	1,853	32.8	4,387
Oreg.	33,944	-12,819	-30,998	14,752	13.8	31,458
Wash.	76,065	-21,725	-63,803	33,194	6.2	73,774
Regions XIII and XIV:						
Alaska	590	-441	+279	320	18.7	554
Hawaii	2,178	-445	+1,721	1,395	7.1	2,008

<sup>1</sup> Includes waiting-period claims except in Maryland, which has no provision for filing such claims; in some States includes claims for more than 1 week.

<sup>2</sup> Total continued claims in some States include claims for more than 1 week.

<sup>3</sup> Includes estimates for Illinois and Ohio; data not received.

<sup>4</sup> Data not received.



in Washington, 16,400 in California, and 12,800 in Oregon.

The relative incidence of insured unemployment rose from 3.9 percent

for May to 4.0 percent for June. This estimate is the ratio of insured unemployment during the week including the eighth to average covered em-

ployment during the year 1946. The national rise was entirely due to the increases in the Eastern States, since all States west of the Mississippi River

Table 4.—Number of weeks compensated and amount of benefits paid for all types of unemployment, and average weekly payment for total unemployment, by State, June 1947

[Data reported by State agencies; corrected to July 16, 1947]

Region and State	Weeks compensated for unemployment				Benefits paid <sup>1</sup>				Average weekly payment for total unemployment	
	All claimants	Amount of change from—		Women claimants	All claimants	Amount of change from—		Women claimants	All claimants	Women claimants
		May 1947	June 1946			May 1947	June 1946			
Total <sup>2</sup>	4,219,000	+67,000	-869,000	2,167,000	\$73,559,000	+\$1,264,000	-\$19,423,000	\$35,941,000	\$17.71	\$16.92
Region I:										
Connecticut	57,292	+7,214	-25,780	29,523	1,067,652	+119,904	-664,880	477,317	18.83	16.41
Maine <sup>3</sup>	305,420	+28,395	+83,641	( <sup>4</sup> )	6,383,420	+531,321	+1,700,479	( <sup>4</sup> )	21.80	( <sup>4</sup> )
Massachusetts	25,800	+6,000	+20,007	13,326	409,738	+104,032	+333,187	192,555	16.60	15.29
New Hampshire	62,840	+3,224	-580	33,663	1,029,271	+57,268	-35,200	540,811	16.81	16.41
Rhode Island										
Vermont <sup>3</sup>										
Region II-III:										
Delaware	5,636	-649	-2,381	2,724	80,526	-9,832	-46,906	34,315	14.51	12.81
New Jersey	303,216	+32,303	-9,677	161,528	5,755,688	+602,949	-551,888	2,868,005	19.32	18.20
New York	822,296	+3,717	+196,629	( <sup>4</sup> )	15,508,164	+128,730	+3,588,513	( <sup>4</sup> )		
Pennsylvania	366,142	+35,071	-118,890	178,066	6,172,930	+590,027	-2,647,692	2,668,703	17.04	15.15
Region IV:										
District of Columbia	14,581	-442	+5,727	7,145	238,642	-8,362	+85,068	100,089	16.32	15.34
Maryland	73,893	+7,769	-56,285	38,185	1,295,396	+174,791	-1,116,986	581,381	18.02	15.71
North Carolina	66,279	+6,727	+16,482	49,983	716,142	+77,352	+171,038	502,472	11.03	10.27
Virginia	50,250	+22,767	-16,598	36,170	581,483	+250,068	-250,269	396,251	11.68	11.05
West Virginia	37,930	+844	-27,392	11,719	563,566	+15,093	-487,884	150,343	15.28	13.43
Region V:										
Kentucky	36,554	-2,647	-18,289	19,012	383,801	-27,683	-283,606	186,878	10.63	9.94
Michigan	139,563	-14,124	-282,291	54,801	2,584,585	-235,142	-6,130,268	981,203	19.60	18.55
Ohio	94,728	+5,017	-150,420	37,013	1,587,223	+83,887	-2,947,432	553,412	16.93	15.14
Region VI:										
Illinois	275,495	+30,460	-161,915	153,175	4,849,820	+493,562	-3,169,022	2,589,804	18.07	18.16
Indiana	40,201	+3,491	-62,776	20,460	638,978	+56,237	-1,232,838	294,752	16.42	14.98
Wisconsin	17,127	-346	-19,253	9,909	270,863	-7,671	-357,292	141,181	16.37	14.85
Region VII:										
Alabama	48,698	+683	-13,339	20,545	691,557	+15,713	-305,330	256,915	14.46	12.75
Florida	44,770	-710	+15,751	25,143	590,619	-13,699	+191,415	314,744	13.34	12.67
Georgia	47,859	+3,351	+18,029	32,824	612,032	+43,574	+177,743	393,497	13.04	12.22
Mississippi	13,209	-3,229	+2,160	7,646	154,500	-41,852	+14,801	82,432	12.15	11.34
South Carolina	16,893	-1,343	+5,945	9,133	229,251	-11,505	+81,145	111,420	13.71	12.34
Tennessee	78,941	-5,589	+9,657	43,325	998,261	-61,933	+89,420	504,875	12.84	11.88
Region VIII:										
Iowa	12,607	-257	-8,314	6,003	175,936	-2,285	-141,604	75,135	14.25	12.86
Minnesota	28,245	-5,016	-21,724	14,009	404,815	-70,922	-412,371	188,605	14.64	13.83
Nebraska	5,413	-1,496	-5,531	3,135	76,029	-21,752	-95,868	41,198	14.34	13.41
North Dakota	630	-735	-373	324	10,092	-11,759	-6,040	4,712	16.66	15.49
South Dakota	599	-253	-212	384	7,571	-3,316	-2,543	4,606	12.90	12.30
Region IX:										
Arkansas	19,970	-4,429	+4,158	7,109	266,286	-62,129	+77,447	85,057	13.48	12.07
Kansas	17,916	-2,787	-32,020	6,879	237,449	-33,801	-484,245	89,474	14.63	13.25
Missouri	99,268	-2,616	+807	47,921	1,601,086	-55,448	-16,064	708,998	16.41	15.19
Oklahoma	34,250	-10,009	-14,572	12,838	547,400	-158,876	-260,521	191,618	16.16	15.12
Region X:										
Louisiana	41,256	+765	-21,081	13,435	558,324	+11,845	-395,747	157,174	13.66	11.87
New Mexico	2,334	-779	+568	770	30,498	-9,895	+1,070	8,930	13.14	11.64
Texas	47,704	-8,746	-39,750	20,374	634,052	-117,373	-720,762	237,341	13.62	11.94
Region XI:										
Colorado	7,510	+1,365	-4,878	3,151	113,670	+24,480	-58,315	43,212	15.27	13.84
Idaho	3,718	-2,101	+1,046	2,674	32,499	-32,171	+14,985	35,147	14.18	13.21
Montana	4,231	-1,910	-2,992	2,404	61,709	-28,556	-32,592	31,447	14.58	13.08
Utah	6,402	-1,386	-8,088	3,198	139,227	-31,985	-180,187	64,797	22.24	20.84
Wyoming	1,552	-418	-112	621	28,001	-7,666	-3,015	10,150	18.25	16.96
Region XII:										
Arizona	5,233	-837	-3,561	2,182	72,472	-12,167	-53,078	28,865	13.95	13.35
California	674,940	-5,725	+27,352	356,625	12,447,427	-63,224	+326,866	6,388,100	18.68	18.20
Nevada	3,899	-409	+1,033	1,339	71,058	-7,362	+20,123	23,052	18.36	17.29
Oregon	26,298	-14,198	-62,575	11,523	405,603	-220,001	-1,096,173	165,272	15.73	14.75
Washington	70,210	-38,235	-101,072	31,161	1,584,226	-734,793	-2,249,466	536,611	19.99	17.42
Regions XIII and XIV:										
Alaska	1,333	-1,152	-30	510	29,053	-25,848	+7,647	10,685	22.10	21.05
Hawaii	2,514	+10	+1,843	1,610	38,392	+2,662	+25,212	20,216	17.67	14.94

<sup>1</sup> Gross; not adjusted for voided benefit checks and transfers under interstate combined wage plan.

<sup>2</sup> Includes estimates for weeks compensated and benefits paid for Maine, Massachusetts, and Vermont, and for weeks compensated and benefits paid for

women claimants in New York; also estimates for average weekly payment for Maine, New York, and Vermont, and for average weekly payment for women claimants in Massachusetts.

<sup>3</sup> Data not received.

except Colorado, Louisiana, and Oklahoma showed a decline.

The weekly number of beneficiaries receiving a benefit check ranged between 984,000 and 1,044,000 during the 4 weeks ended June 28. The monthly average jumped from 940,000 in May to 1,006,000 in June, the first time it has reached the million mark since July 1946. New benefit years in several States apparently influenced considerably the number of beneficiaries, since the 10 States which began new benefit years in April and May showed significant increases.

Despite the fact that only 19 States reported an increase in benefits paid, total benefits rose \$1.3 million to \$73.6 million during June. Four States—California, Massachusetts, New York, and Pennsylvania—accounted for more than half the total benefits paid. Women received more than half the benefits in 15 of the 47 States for which data are available. June benefits in Massachusetts, New Jersey, and Pennsylvania exceeded those for May by a half million or more. Washington, with a decline of \$734,800, was the only State reporting a decrease of as much as half a million.

During the April-June 1947 quarter, 70 cents was paid in benefits for every dollar collected, in comparison with 95 cents in the preceding quarter. Only 5 States—Alabama, California, the District of Columbia, Massachusetts, and Oklahoma—paid more in benefits than they collected during the quarter, as compared with 12 States, including these 5, in January-March. At the other extreme were 14 States where April-June benefit expenditures were less than one-third the collections. Colorado, Hawaii, New Mexico, and South Dakota each paid out less than one-fifth of the amounts collected.

Funds available for payment of benefits totaled \$7.031 million on June 30, about \$127 million more than the amount on hand on March 31 and an all-time high. The funds for New York passed the billion mark, and California, Ohio, and Pennsylvania each had more than half a billion. In addition to the 30-percent excess of collections over benefit disbursements during the quarter, interest of \$33.6 million was earned by State trust funds during the period.

Table 5.—State unemployment insurance funds available for benefits as of June 30, 1947, contributions and interest, benefits paid, and ratio of benefits to contributions, April-June 1947, by State<sup>1</sup>

[Corrected to July 25, 1947]

Region and State	Funds available for benefits <sup>2</sup> (in thousands)		Income, April-June 1947 <sup>3</sup>			Benefits as percent of contributions	
	As of June 30, 1947	Amount of change from Mar. 31, 1947	Contributions and interest <sup>4</sup>	Contributions	Interest	Benefits paid, April-June 1947 <sup>5</sup>	Cumulative since beginning of program
Total.....	\$7,030,834	+\$127,211	\$342,657,397	\$309,066,228	\$33,591,169	\$215,255,381	69.6 39.7
Region I:							
Conn.....	193,515	+6,665	9,480,449	8,556,987	923,462	2,815,757	32.9 28.5
Maine.....	39,061	+305	1,873,424	1,684,809	188,615	1,573,747	53.4 40.8
Mass.....	186,123	-6,275	10,088,739	9,174,701	914,038	16,363,574	178.4 55.4
N. H.....	26,488	+175	1,068,676	942,370	126,306	894,256	94.9 32.1
R. I.....	81,145	+1,636	4,132,374	3,748,345	384,029	2,496,827	66.6 42.0
Vt.....	14,783	+230	607,250	536,629	70,621	377,248	70.3 26.9
Region II-III:							
Del.....	13,993	+72	343,374	277,023	66,351	271,132	97.9 33.3
N. J.....	450,291	+8,660	24,627,935	22,464,960	2,162,975	15,968,450	71.1 35.2
N. Y.....	1,006,401	+33,862	78,280,456	73,507,735	4,772,721	44,418,651	60.4 45.7
Pa.....	601,111	+8,103	25,921,737	23,056,321	2,865,416	17,735,575	76.9 40.8
Region IV:							
Dist. of Col.....	45,042	-55	712,704	497,450	215,254	767,456	154.3 25.0
Md.....	117,924	+1,008	4,327,046	3,762,863	564,183	3,312,017	88.0 40.5
N. C.....	128,587	+3,014	4,920,698	4,305,469	615,229	1,907,159	44.3 22.4
Va.....	74,571	+1,925	3,197,650	2,843,153	354,497	1,264,495	44.5 32.2
W. Va.....	73,805	+1,661	3,404,947	3,053,746	351,201	1,748,733	57.3 39.5
Region V:							
Ky.....	98,060	+2,130	3,318,586	2,851,823	466,763	1,131,196	39.7 23.8
Mich.....	221,967	+8,951	16,906,938	15,855,867	1,051,071	7,955,975	50.2 64.1
Ohio.....	514,128	+14,089	18,999,840	16,546,652	2,453,188	4,910,508	29.7 26.1
Region VI:							
Ill.....	487,040	+2,367	15,194,189	12,855,030	2,339,159	12,827,079	99.8 39.9
Ind.....	183,085	+1,886	3,705,268	2,828,772	876,496	1,819,080	61.3 36.6
Wis.....	198,238	+4,038	4,886,591	3,936,665	949,926	849,189	21.6 19.4
Region VII:							
Ala.....	56,317	+228	2,187,771	1,916,094	271,677	1,959,869	102.3 50.8
Fla.....	69,549	+2,044	3,741,000	3,410,422	330,578	1,696,979	49.8 33.4
Ga.....	91,316	+2,168	3,898,418	3,461,243	437,175	1,725,754	49.9 26.9
Miss.....	35,229	+1,524	2,037,488	1,870,496	166,992	513,742	27.5 27.3
S. C.....	46,473	+1,148	1,836,425	1,610,873	219,552	689,071	42.6 23.6
Tenn.....	95,790	+1,495	4,632,859	4,172,731	460,128	3,129,500	76.0 37.4
Region VIII:							
Iowa.....	71,526	+2,182	2,778,084	2,439,783	338,301	596,148	24.4 28.0
Minn.....	106,922	+2,966	4,449,822	3,945,555	504,267	1,478,040	37.5 36.2
Nebr.....	28,988	+852	1,170,605	1,032,701	137,904	318,630	30.9 26.1
N. Dak.....	6,400	+217	296,087	266,538	29,549	78,891	29.6 31.0
S. Dak.....	7,526	+208	246,848	210,817	36,031	38,797	18.4 20.6
Region IX:							
Ark.....	33,416	+688	1,576,363	1,417,082	159,281	887,330	62.6 33.7
Kans.....	53,545	+861	1,791,783	1,539,058	252,725	928,348	60.4 33.5
Mo.....	159,751	+1,255	6,342,074	5,672,501	769,573	5,087,438	91.3 33.6
Okla.....	41,413	+65	1,718,679	1,525,059	193,620	1,653,863	108.4 46.7
Region X:							
La.....	82,886	+1,618	3,310,036	2,914,716	395,320	1,692,524	58.1 39.8
N. Mex.....	14,096	+701	812,645	745,935	66,710	111,986	15.0 24.9
Tex.....	165,650	+3,048	5,206,282	4,413,185	793,097	2,139,067	48.5 30.2
Region XI:							
Colo.....	43,173	+1,494	1,660,800	1,455,684	205,116	255,951	17.6 25.0
Idaho.....	19,278	+701	961,265	869,933	91,332	260,938	30.0 32.5
Mont.....	24,189	+612	900,965	786,928	114,037	289,344	36.8 30.6
Utah.....	30,571	+1,333	1,868,654	1,723,777	144,877	535,497	31.1 31.4
Wyo.....	9,870	+203	310,586	263,547	47,039	108,215	41.1 30.6
Region XII:							
Ariz.....	23,385	+851	1,102,461	991,255	111,206	250,973	25.3 28.9
Calif.....	708,559	+1,405	37,607,092	34,199,719	3,407,373	30,012,200	114.1 44.9
Nev.....	12,233	+238	476,009	417,672	58,337	236,081	56.5 27.5
Oreg.....	71,863	+1,845	3,677,785	3,333,973	343,812	1,832,514	55.0 39.5
Wash.....	134,741	+2,838	8,930,582	8,284,443	646,139	6,092,130	73.5 44.3
Regions XIII and XIV:							
Alaska.....	9,773	+329	474,065	428,902	45,163	144,965	33.8 19.9
Hawaii.....	21,044	+553	654,991	555,036	99,955	102,495	18.5 6.5

<sup>1</sup> Data reported by State agencies except interest, which is credited and reported by the Treasury.

<sup>2</sup> Represents sum of balances at end of month in State clearing account and benefit-payment account and in State account in Federal unemployment trust fund.

<sup>3</sup> Represents contributions, penalties, and interest collected from employers, and contributions from employees. Adjusted for refunds and for dishonored contribution checks. Current contribution rates (percent of taxable wages) are: for employers, 2.7 percent except in Michigan, where rate is 3.0 percent;

for employees, 1.0 percent in Alabama and New Jersey. Experience rating, operative in 46 States, modifies above rates. All States collect contributions either wholly or in part on quarterly basis.

<sup>4</sup> Interest represents earnings of funds in State accounts in Federal unemployment trust fund and is credited at end of each quarter.

<sup>5</sup> Net; adjusted for voided benefit checks and transfers under interstate combined wage plan.

<sup>6</sup> Excludes \$200,000 withdrawn in California for payment of disability benefits.

### Veterans' Unemployment Allowances

During June, \$58.5 million was expended for veterans' unemployment allowances. This amount, representing payments for nearly 3 million weeks of unemployment, was the smallest amount paid in any month since December 1945 and was 8 percent less than the May total of \$63.7

million, which compensated for 3.2 million weeks of unemployment. All States except Hawaii, North Carolina, Puerto Rico, and Tennessee shared in the decline both in amounts paid and in weeks compensated.

Initial claims, which rose for the first time this year, were 39 percent more than the number filed in May. This large increase, in which all States shared except Alaska, Idaho,

and Nevada, was caused chiefly by the reentry of veterans into the labor force after the end of the school year.

Continued claims went down slightly and were at the lowest level since December 1945. All but 10 States—Alabama, Connecticut, Florida, Ha-

Table 6.—Number of individuals<sup>1</sup> compensated for unemployment during weeks ended in June 1947

[Data reported by State agencies; corrected to July 16, 1947]

Region and State	All types of unemployment				Total unemployment			
	June 7	June 14	June 21	June 28	June 7	June 14	June 21	June 28
Total <sup>1</sup> .....	1,044,000	984,000	1,014,000	984,000	991,000	955,000	970,000	934,000
Region I:								
Connecticut.....	12,650	11,976	14,299	14,986	12,285	11,571	13,837	14,610
Maine <sup>2</sup> .....								
Massachusetts.....	76,378	75,751	75,152	72,655	70,839	69,931	69,250	67,145
New Hampshire.....	5,173	5,074	7,897	6,840	4,733	4,576	7,118	6,163
Rhode Island.....	15,009	15,371	14,105	15,147	14,139	14,523	13,256	14,260
Vermont <sup>2</sup> .....								
Region II-III:								
Delaware.....	1,523	1,339	1,297	1,253	1,455	1,278	1,227	1,206
New Jersey.....	62,558	75,749	75,219	74,158	60,508	72,357	72,118	70,931
New York.....	205,069	182,468	195,641	205,331	(9)	(9)	(9)	(9)
Pennsylvania.....	83,625	90,575	85,434	85,917	82,535	87,850	82,062	83,524
Region IV:								
District of Columbia.....	3,467	3,422	3,236	2,881	3,392	3,365	3,169	2,834
Maryland.....	20,534	16,810	17,092	16,689	19,171	15,830	15,813	15,656
North Carolina.....	15,491	14,159	16,428	18,404	14,848	13,545	15,611	17,532
Virginia.....	9,670	12,315	13,811	12,422	9,422	11,964	13,462	11,943
West Virginia.....	9,458	9,963	6,988	9,908	8,859	9,356	6,057	9,258
Region V:								
Kentucky.....	10,301	5,457	13,615	7,181	9,915	5,394	13,016	6,994
Michigan.....	40,416	29,283	35,262	28,516	32,428	25,761	32,055	25,750
Ohio.....	26,806	20,405	22,048	21,586	26,183	19,645	21,498	21,407
Region VI:								
Illinois.....	69,039	61,817	66,574	66,451	65,859	57,856	62,338	62,712
Indiana.....	12,315	8,628	8,973	8,411	11,521	7,973	8,279	7,836
Wisconsin.....	4,910	3,915	4,047	3,886	4,273	3,342	3,519	3,510
Region VII:								
Alabama.....	8,739	13,250	12,325	12,210	8,332	12,552	11,787	11,639
Florida.....	10,545	10,061	10,672	11,785	10,225	9,750	10,353	11,415
Georgia.....	10,640	11,208	12,898	11,215	10,204	10,498	12,102	10,601
Mississippi.....	2,256	3,303	3,749	3,243	1,994	2,963	3,355	2,899
South Carolina.....	2,850	4,646	4,650	4,247	2,774	4,541	4,531	4,117
Tennessee.....	11,712	18,690	25,422	20,119	11,185	18,061	24,537	19,122
Region VIII:								
Iowa.....	3,302	2,947	2,978	2,988	3,099	2,752	2,783	2,793
Minnesota.....	7,752	6,653	6,441	6,017	7,233	6,287	6,061	5,638
Nebraska.....	1,261	1,349	1,238	1,184	1,194	1,251	1,153	1,114
North Dakota.....	202	132	134	162	181	115	112	143
South Dakota.....	175	155	125	110	152	140	117	100
Region IX:								
Arkansas.....	4,472	5,907	4,599	4,013	4,339	5,736	4,482	3,840
Kansas.....	5,608	4,011	4,054	3,704	5,342	3,827	3,861	3,475
Missouri.....	25,576	25,309	22,112	22,424	25,068	24,439	21,168	21,648
Oklahoma.....	8,269	4,749	12,805	8,427	8,030	4,586	12,424	8,098
Region X:								
Louisiana.....	11,622	9,909	10,015	9,327	11,308	9,680	9,747	8,081
New Mexico.....	511	445	625	442	502	432	614	433
Texas.....	13,654	11,046	11,308	10,546	12,820	10,172	10,556	9,758
Region XI:								
Colorado.....	2,056	1,772	1,861	1,637	1,964	1,724	1,807	1,694
Idaho.....	1,199	801	959	625	1,165	787	928	614
Montana.....	906	595	758	699	906	595	758	699
Utah.....	1,913	1,454	1,322	1,438	1,696	1,299	1,255	1,362
Wyoming.....	415	423	353	291	361	334	288	263
Region XII:								
Arizona.....	1,380	1,256	1,151	1,209	1,344	1,228	1,128	1,163
California.....	184,292	157,459	145,756	135,229	176,534	151,324	140,022	130,388
Nevada.....	1,064	1,008	791	906	1,056	979	768	880
Oregon.....	7,123	5,196	6,163	6,479	6,754	4,966	5,798	6,095
Washington.....	15,092	20,632	16,198	15,403	14,445	19,749	15,287	14,575
Regions XIII and XIV:								
Alaska.....	349	383	256	288	341	367	251	277
Hawaii.....	601	449	893	571	438	391	633	402

<sup>1</sup> The number of individuals is assumed to be identical with the number of weeks compensated, which may result in a slight overstatement.

<sup>2</sup> Includes estimates for Maine and Vermont, and also for total unemployment only in New York.

<sup>3</sup> Data not available.

Table 7.—Unemployment in week ended June 14, 1947, as reflected by continued claims for unemployment insurance<sup>1</sup> as percent of average monthly covered employment in 1946

Region and State	Claims <sup>1</sup>	Average monthly covered employment <sup>2</sup> (in thousands)	Claims as percent of covered employment
Total.....	1,180,723	29,555.4	4.0
Region I:			
Connecticut.....	16,878	590.9	2.9
Maine.....	12,054	164.6	7.3
Massachusetts.....	88,500	1,398.2	6.3
New Hampshire.....	6,905	125.3	5.6
Rhode Island.....	16,601	227.8	7.3
Vermont.....	2,542	60.5	4.2
Region II-III:			
Delaware.....	1,584	82.4	1.9
New Jersey.....	68,448	1,182.1	5.8
New York.....	253,207	4,007.0	6.3
Pennsylvania.....	102,474	2,778.6	3.7
Region IV:			
District of Columbia.....	3,154	209.3	1.5
Maryland.....	17,374	516.7	3.4
North Carolina.....	20,803	581.4	3.6
Virginia.....	14,089	436.2	3.2
West Virginia.....	11,157	342.1	3.3
Region V:			
Kentucky.....	12,420	332.9	3.7
Michigan.....	36,359	1,419.6	2.6
Ohio.....	29,400	2,012.2	1.5
Region VI:			
Illinois.....	73,480	2,191.6	3.4
Indiana.....	11,094	702.5	1.4
Wisconsin.....	5,221	660.2	.8
Region VII:			
Alabama.....	14,368	372.4	3.9
Florida.....	14,384	333.7	4.3
Georgia.....	15,464	473.3	3.3
Mississippi.....	5,049	163.8	3.1
South Carolina.....	5,876	274.5	2.1
Tennessee.....	26,838	456.1	5.9
Region VIII:			
Iowa.....	3,906	307.1	1.3
Minnesota.....	7,614	493.2	1.5
Nebraska.....	1,378	142.2	1.0
North Dakota.....	234	34.7	.7
South Dakota.....	295	42.3	.7
Region IX:			
Arkansas.....	5,638	188.1	3.0
Kansas.....	4,090	204.4	2.3
Missouri.....	31,104	708.1	4.4
Oklahoma.....	10,205	230.7	4.4
Region X:			
Louisiana.....	12,386	363.9	3.4
New Mexico.....	860	72.1	1.2
Texas.....	15,968	986.3	1.6
Region XI:			
Colorado.....	2,420	169.1	1.4
Idaho.....	1,435	79.9	1.8
Montana.....	1,223	82.0	1.5
Utah.....	1,483	105.9	1.4
Wyoming.....	335	45.6	.7
Region XII:			
Arizona.....	2,230	86.5	2.6
California.....	164,168	2,233.1	7.4
Nevada.....	1,057	36.8	2.8
Oregon.....	7,599	275.4	2.9
Washington.....	18,682	482.1	3.9

<sup>1</sup> Estimated number of continued claims for unemployment in the week in which the 8th of the month falls.

<sup>2</sup> Estimated number of workers in covered employment in the pay period of each type (weekly, semi-monthly, etc.) ending nearest the 15th of the month; corrected to June 2, 1947.



wall, Massachusetts, Mississippi, New Jersey, New York, North Carolina, and Puerto Rico—reported declines during the month.

## Nonfarm Placements

Nonfarm placements rose 2.6 percent in June to a total of 453,390, the highest since October 1946. Thirty States reported more placements than in May, while 19 reported declines. Employment in nonfarm industries as reported by the Bureau of the Census

has been increasing each month since February 1947 and reached an all-time high of 49.7 million in June, a little less than 1 percent more than in May.

Veterans' placements totaled 158,103 in June, 2.2 percent fewer than in May. Although 20 States placed more veterans than in the preceding month, 29 made fewer placements. The Bureau of the Census reports that the proportion of male veterans who are in the labor force has been gradually approaching that of nonveteran males of the same ages who are in the labor force. The

proportions in June were about 92 and 96 percent, respectively.

Placements of women totaled 145,727—6.3 percent more than in May. Thirty-five States shared in the increase, while 14 reported declines. Ten States reported increases of more than 30 percent, while in only one State was there a decline of as much as 16 percent. According to the Bureau of the Census, about 18.1 million women were in the labor force in June, the highest number since the end of 1945.

Table 9.—Nonfarm placements by State, June 1947

U. S. Employment Service region and State	Total	Women	Veterans <sup>1</sup>
Total.....	453,390	145,727	158,103
Region I:			
Connecticut.....	6,722	2,594	2,093
Maine.....	3,996	1,212	1,324
Massachusetts.....	8,158	3,193	3,001
New Hampshire.....	2,023	534	800
Rhode Island.....	2,129	1,237	507
Vermont.....	1,900	289	970
Region II:			
New York.....	53,697	29,932	11,587
Region III:			
Delaware.....	1,025	498	304
New Jersey.....	12,078	6,429	3,063
Pennsylvania.....	20,663	7,584	7,586
Region IV:			
District of Columbia.....	3,672	1,515	999
Maryland.....	5,312	1,471	1,911
North Carolina.....	9,166	2,758	3,241
Virginia.....	7,579	2,407	2,588
West Virginia.....	3,023	975	1,170
Region V:			
Kentucky.....	2,985	767	1,239
Michigan.....	14,534	2,822	6,541
Ohio.....	25,087	6,917	8,344
Region VI:			
Illinois.....	15,028	4,155	6,099
Indiana.....	9,398	2,890	3,258
Wisconsin.....	10,312	3,014	4,286
Region VII:			
Alabama.....	13,126	3,258	4,112
Florida.....	9,263	3,311	3,198
Georgia.....	7,586	2,487	2,277
Mississippi.....	6,455	1,847	2,307
South Carolina.....	6,690	1,634	2,214
Tennessee.....	11,320	3,139	4,364
Region VIII:			
Iowa.....	7,144	1,519	3,245
Minnesota.....	11,728	2,793	4,188
Nebraska.....	4,363	860	1,792
North Dakota.....	1,641	367	591
South Dakota.....	1,612	328	703
Region IX:			
Arkansas.....	7,160	1,998	2,406
Kansas.....	7,129	1,528	2,943
Missouri.....	6,909	2,108	2,591
Oklahoma.....	9,651	2,220	4,104
Region X:			
Louisiana.....	4,751	1,449	1,798
New Mexico.....	2,532	460	1,255
Texas.....	39,234	11,660	13,666
Region XI:			
Colorado.....	6,641	1,159	2,622
Idaho.....	3,132	516	1,552
Montana.....	2,325	301	1,129
Utah.....	2,549	441	946
Wyoming.....	1,392	215	642
Region XII:			
Arizona.....	3,816	927	1,604
California.....	36,611	11,155	13,236
Nevada.....	2,188	698	702
Oregon.....	9,643	1,924	3,827
Washington.....	8,514	1,932	3,178

<sup>1</sup> Represents placements of veterans of all wars.

Source: Department of Labor, U. S. Employment Service.

Table 8.—Claims and payments for veterans' unemployment allowances, June 1947

State	Initial claims	Continued claims	Weeks compensated	Payments
Total <sup>1</sup> .....	492,924	3,020,538	2,938,529	\$58,508,548
Alabama.....	8,956	70,071	63,304	1,262,754
Alaska.....	100	748	671	13,328
Arizona.....	2,777	11,657	11,534	229,315
Arkansas.....	5,072	47,456	48,928	975,745
California.....	40,403	268,511	242,813	4,824,269
Colorado.....	2,859	12,592	12,207	242,523
Connecticut.....	7,832	24,914	20,797	413,518
Delaware.....	937	4,739	4,652	91,792
District of Columbia.....	1,282	15,817	16,239	323,848
Florida.....	11,703	80,427	68,108	1,359,154
Georgia.....	9,390	68,571	66,737	1,331,450
Hawaii.....	634	2,488	2,420	48,251
Idaho.....	400	2,263	2,103	41,718
Illinois.....	20,744	111,729	101,073	2,008,783
Indiana.....	11,268	35,515	34,191	677,516
Iowa.....	3,520	11,479	10,616	210,009
Kansas.....	3,414	19,901	19,934	395,459
Kentucky.....	6,607	55,813	48,751	972,042
Louisiana.....	8,607	47,008	80,925	1,612,786
Maine.....	3,399	22,732	22,459	443,345
Maryland.....	3,300	29,881	29,741	591,980
Massachusetts.....	22,937	144,907	132,083	2,625,906
Michigan.....	22,719	89,767	90,490	1,801,601
Minnesota.....	6,473	30,683	30,715	608,575
Mississippi.....	4,809	27,219	23,401	466,207
Missouri.....	17,897	94,024	87,718	1,741,744
Montana.....	941	3,288	3,259	64,882
Nebraska.....	1,257	4,229	4,114	81,266
Nevada.....	417	2,120	2,262	44,842
New Hampshire.....	2,512	10,822	8,637	170,335
New Jersey.....	19,846	145,522	139,587	2,784,837
New Mexico.....	1,998	11,768	9,084	180,700
New York.....	89,071	427,383	410,032	8,168,741
North Carolina.....	10,106	51,648	48,063	957,408
North Dakota.....	259	933	839	16,532
Ohio.....	14,698	102,245	88,975	1,770,374
Oklahoma.....	6,370	51,871	69,381	1,182,179
Oregon.....	6,083	15,395	14,786	293,086
Pennsylvania.....	41,427	253,279	247,175	6,934,690
Puerto Rico.....	5,795	34,592	42,165	842,245
Rhode Island.....	4,190	29,087	29,004	578,845
South Carolina.....	5,666	25,981	44,542	888,770
South Dakota.....	507	3,530	3,279	65,304
Tennessee.....	8,248	93,393	92,402	1,843,526
Texas.....	14,948	140,576	144,810	2,882,340
Utah.....	1,977	5,375	5,027	98,559
Vermont.....	820	4,219	3,918	77,396
Virginia.....	5,341	41,278	42,408	844,060
Washington.....	6,077	29,550	27,887	551,984
West Virginia.....	9,336	80,704	76,025	1,516,080
Wisconsin.....	6,735	20,060	17,512	345,301
Wyoming.....	259	778	746	14,648

<sup>1</sup> Represents activities under provisions of title V of the Servicemen's Readjustment Act of 1944; excludes data for self-employed veterans.

Source: Data reported to the Readjustment Allowance Service, Veterans Administration, by unemployment insurance agencies in 48 States, the District of Columbia, Alaska, and Hawaii, and by the Veterans Administration for Puerto Rico.

# Old-Age and Survivors Insurance

## Employment and Earnings in Covered Industries

Estimates of workers with taxable wages in a quarter and of their total and average amount of taxable wages, prepared each quarter by the Bureau of Old-Age and Survivors Insurance.

provide a basic time series that is used in estimating Bureau work loads, amount of wage credits and tax collections, and other administrative factors related to taxable wages and employment. This time series consists mainly of administrative data and is therefore difficult to use in in-

Table 1.—Estimated number of employers<sup>1</sup> and workers and estimated amount of wages in industries covered by old-age and survivors insurance, by specified period, 1940-47

[Corrected to Aug. 1, 1947]

Year and quarter	Employers reporting wages <sup>2</sup> (in thousands)	Workers with taxable wages during period <sup>3</sup> (in thousands)	Taxable wages <sup>1</sup>		All workers employed in covered industries during period (in thousands)	Total wages in covered industry	
			Total (in millions)	Average per worker		Total (in millions)	Average per worker
1940.....	2,500	35,393	\$32,974	\$932	35,393	\$35,668	\$1,008
1941.....	2,646	40,976	41,848	1,021	40,976	45,463	1,110
1942.....	2,655	46,363	52,939	1,142	46,363	58,219	1,256
1943.....	2,394	47,656	62,423	1,310	47,656	69,653	1,462
1944.....	2,469	46,296	64,426	1,392	46,296	73,349	1,584
1945.....	2,614	46,392	62,945	1,357	46,392	71,560	1,543
1946 <sup>4</sup> .....	3,000	49,500	68,985	1,394	49,500	79,420	1,604
1940							
January-March.....	2,069	27,314	8,060	295	27,314	8,226	301
April-June.....	2,141	28,345	8,094	286	28,402	8,474	298
July-September.....	2,167	29,542	8,222	278	29,768	8,874	298
October-December.....	2,177	30,280	8,598	284	30,765	10,094	328
1941							
January-March.....	2,188	30,389	9,587	315	30,389	9,752	321
April-June.....	2,249	32,634	10,285	315	32,704	10,764	329
July-September.....	2,284	34,522	10,824	314	34,780	11,699	336
October-December.....	2,267	34,051	11,153	328	34,716	13,249	382
1942							
January-March.....	2,204	33,771	12,112	359	33,771	12,364	366
April-June.....	2,183	35,509	13,163	371	35,578	13,833	389
July-September.....	2,119	36,977	13,786	373	37,263	15,050	404
October-December.....	2,038	36,656	13,878	379	37,607	16,972	451
1943							
January-March.....	1,971	36,537	15,462	423	36,537	15,760	431
April-June.....	2,008	37,483	16,561	442	37,557	17,400	463
July-September.....	1,998	37,682	15,838	420	38,057	17,498	460
October-December.....	2,001	36,016	14,562	404	37,593	18,995	505
1944							
January-March.....	2,010	36,326	17,362	478	36,326	17,696	487
April-June.....	2,048	36,893	17,284	468	36,992	18,185	492
July-September.....	2,038	37,301	16,243	435	37,752	18,359	486
October-December.....	2,039	35,629	13,537	380	37,789	19,109	506
1945							
January-March.....	2,076	35,855	17,874	499	35,855	18,262	509
April-June.....	2,123	35,854	17,541	489	35,949	18,558	516
July-September.....	2,176	35,684	14,982	420	36,285	17,261	476
October-December.....	2,199	33,598	12,548	373	35,973	17,478	486
1946							
January-March <sup>5</sup> .....	2,270	36,430	16,840	462	36,430	17,414	478
April-June <sup>5</sup> .....	2,440	38,055	17,695	465	38,153	19,003	498
July-September <sup>5</sup> .....	2,440	39,670	17,750	447	40,228	20,363	506
October-December <sup>5</sup> .....	2,530	38,000	16,700	439	40,300	22,640	562
1947							
January-March <sup>5</sup> .....	2,550	40,500	20,900	516	40,500	21,600	533

<sup>1</sup> Number corresponds to number of employer returns. A return may relate to more than 1 establishment if employer operates several separate establishments but reports for concern as a whole.

<sup>2</sup> Quarterly and annual data for 1937-39 were presented in the *Bulletin* for February 1947, p. 31.

<sup>3</sup> Preliminary.

terpreting economic changes in terms of employment and earnings in covered industries.

Taxable wages and number of employees with taxable wages differ from total earnings and number of workers in covered employment, because of the provision in the Social Security Act that limits the taxable wages of an employee to \$3,000 from any single employer. While the exclusion of wages above \$3,000 has relatively little effect on the data for the first quarter of each year, because only a few workers receive more than \$3,000 in the first quarter, it becomes significant later in the year. By the fourth quarter of 1943, for example, the provision excluded as much as 4 percent of all the workers and 23 percent of the total wages in covered employment in that quarter. In the last several years the number of workers with annual taxable wages of \$3,000 or more has increased considerably, so that the data on taxable wages and employment under old-age and survivors insurance have been increasingly affected by this limitation.

The seasonal pattern of the old-age and survivors insurance figures is therefore quite different from the actual pattern of all workers in covered industries. The fourth-quarter figures on taxable wages and employees with taxable wages have been comparatively low, while actual nonagricultural employment and earnings have been relatively high in that quarter. Likewise, since many workers earned \$3,000 or more by the end of the first or second quarter, these workers are generally not included in figures for the second and third quarters. Moreover, the total and average taxable wage figures have tended to decrease from the first to the fourth quarters, while the total earnings and average earnings per worker in covered industry have shown a considerably different trend.

The Bureau of Old-Age and Survivors Insurance has for some time been preparing estimates of total pay rolls in covered industries. They are published quarterly in the *BULLETIN* in the table showing estimated pay rolls in employment covered by selected social insurance and related programs in relation to all wages and salaries. Recently figures for workers with tax-

able wages have been adjusted for the \$3,000 provision. These figures are compared with the administrative, unadjusted series in table 1. The adjusted series shows all workers in covered employment with their total wages earned in covered industries, while the unadjusted series shows only workers with taxable wages and the amount of their taxable wages.

Estimates of total employment were prepared by adding to the number of workers with taxable wages an estimated number who had wages in covered industry that were not taxable. In determining the number to be added, use was made of special tabulations for workers with \$3,000 or more a year, classified by pattern of quarters of employment. In these tabulations it was assumed that the workers who had already earned as much as \$3,000 in a given quarter, but were not reported for subsequent quarters, actually were employed in covered industry in each of the remaining quarters in the years. The bias in the data introduced by this assumption is negligible, because of the regularity of employment of the higher-paid wage workers.

### Employers, Workers, and Wages, First Quarter, 1947

There were 40.5 million workers in covered employment during January-March 1947, a number larger than in any previous quarter and 20 percent larger than the total for the entire calendar year 1939. This significant rise in covered employment is in line with the upward trend in nonagricultural employment, notably manufacturing, which has been reflected in record peacetime production. The number of workers with taxable wages during the quarter exceeded the number in the first and fourth quarters of 1946 by 11.2 and 6.6 percent, respectively. The number of workers employed in covered industry was 0.5 percent larger than in the preceding quarter.

Average taxable wages in January-March 1947—estimated at \$516 per worker—were also higher than in any previous quarter. This average was almost three-fifths of the average for the entire year 1939. It was 11.7 percent higher than the average for the first quarter of 1946, but part of this rise is explained by the fact that work

stoppages resulted in reduced factory pay rolls in the earlier quarter. Estimated total taxable wages amounted to \$20.9 billion, a gain of 24 percent over the first quarter of 1946. Total and average wages in covered industry—as contrasted with taxable wages—are estimated at \$21.6 billion and \$533, respectively, in each case a decline of about 5 percent from the fourth quarter of 1946. This decline followed the usual seasonal pattern, which is affected by end-of-year bonus payments and holiday-season overtime.

Almost 2.6 million employers reported taxable wages paid during the first quarter of 1947, an increase of 12 percent over the first quarter and 1 percent over the fourth quarter of 1946. This rise was a continuation of the postwar upward trend.

### Monthly Benefits in Current-Payment Status, June 1947, and Benefits Awarded, April-June 1947

At the end of June, more than 1.8 million persons had monthly benefits totaling \$35.1 million in current-pay-

Table 2.—Monthly benefits in current-payment status<sup>1</sup> at the end of the month, by type of benefit and month, June 1946-June 1947, and monthly benefit actions, by type of benefit, June 1947

[Amounts in thousands; data corrected to July 15, 1947]

Item	Total		Primary		Wife's		Child's		Widow's		Widow's current		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
Monthly benefits in current-payment status at end of month:														
1946														
June.....	1,502,085	\$28,210.8	632,038	\$15,443.3	193,241	\$2,496.6	431,202	\$5,391.2	110,168	\$2,225.9	128,688	\$2,565.8	6,748	\$88.1
July.....	1,527,880	28,771.9	646,996	15,833.0	197,947	2,560.1	433,533	5,420.1	113,092	2,284.5	129,437	2,584.2	6,875	90.0
August.....	1,553,914	29,326.1	661,781	16,212.6	202,930	2,627.8	436,144	5,450.5	116,213	2,347.9	129,882	2,596.1	6,964	91.1
September.....	1,579,112	29,825.5	673,438	16,509.0	206,794	2,679.7	442,905	5,541.6	118,839	2,400.7	130,070	2,601.9	7,066	92.6
October.....	1,606,412	30,374.1	685,626	16,825.8	210,622	2,733.3	451,489	5,661.8	121,951	2,464.0	129,520	2,594.6	7,204	94.5
November.....	1,626,693	30,777.8	695,132	17,063.3	213,725	2,775.0	457,120	5,741.6	124,451	2,515.0	128,965	2,587.0	7,300	95.8
December.....	1,642,299	31,080.8	701,705	17,229.6	215,984	2,804.9	461,756	5,804.0	127,046	2,568.3	128,410	2,576.8	7,398	97.3
1947														
January.....	1,672,301	31,694.8	717,570	17,625.3	220,757	2,868.3	467,532	5,882.2	130,017	2,629.1	128,959	2,591.6	7,466	98.3
February.....	1,708,848	32,467.2	737,315	18,134.1	227,003	2,953.4	473,908	5,971.4	133,043	2,692.5	129,908	2,614.5	7,671	101.2
March.....	1,738,841	33,099.1	753,091	18,540.2	231,587	3,015.5	479,946	6,057.4	135,634	2,746.6	130,668	2,634.6	7,915	104.7
April.....	1,771,600	33,769.7	767,780	18,922.3	236,341	3,080.2	487,755	6,165.8	139,357	2,823.6	132,079	2,667.9	8,288	110.0
May.....	1,805,219	34,480.2	784,083	19,353.9	241,224	3,148.4	494,939	6,266.7	142,857	2,896.2	133,443	2,700.0	8,653	115.0
June.....	1,832,285	35,071.5	797,927	19,722.2	245,364	3,206.0	499,246	6,328.0	146,124	2,965.6	134,673	2,730.4	8,951	119.2
Monthly benefit actions, June 1947:														
In force <sup>2</sup> at beginning of month.....	2,004,052	39,325.9	906,434	22,478.6	271,787	3,554.3	522,986	6,612.8	145,270	2,943.8	178,815	3,620.1	8,760	116.3
Benefits awarded in month.....	47,431	968.4	21,867	564.4	7,566	101.4	10,019	136.0	3,938	81.7	3,671	79.6	370	5.2
Entitlements terminated <sup>3</sup> .....	14,722	273.0	4,954	123.6	2,567	33.2	4,010	53.1	631	11.6	2,493	50.6	67	.9
Net adjustments <sup>4</sup> .....	-188	9.5	-117	5.7	-33	.8	-33	2.2	-3	-.1	0	.0	-2	( <sup>5</sup> )
In force end of month.....	2,066,573	40,030.8	923,230	22,925.2	276,753	3,623.4	528,962	6,697.9	148,574	3,013.7	179,993	3,650.0	9,061	120.6

<sup>1</sup> Benefit in current-payment status is subject to no deduction or only to deduction of fixed amount which is less than current month's benefit.

<sup>2</sup> Represents total benefits awarded (including benefits in current, deferred, and conditional-payment status) after adjustment for subsequent changes in number and amount of benefits (see footnote 4) and terminations (see footnote 3), cumulative from January 1940.

<sup>3</sup> Benefit is terminated when a beneficiary dies or loses entitlement for some other reason.

<sup>4</sup> Adjustments result from operation of maximum and minimum provisions and from recomputations and administrative actions.

<sup>5</sup> Less than \$50.

ment status (table 2). Monthly benefits were awarded to 47,400 persons in June, 5,800 less than in May. For each type of benefit, fewer awards were processed in June than in May; the percentage decrease ranged from 5.4 percent for widow's benefits to 17.2 percent for parent's benefits.

During the second quarter of 1947 almost 153,000 monthly benefits were awarded (table 3), 15 percent more than in the preceding quarter but slightly less than the number awarded in the second quarter of 1946. Fewer awards of primary and of wife's benefits, but more awards of all types of survivor benefits, were processed during April-June 1947 than in the corresponding quarter of 1946. Awards of parent's benefits showed the greatest proportionate increase, mainly because the provisions of the 1946 amendments, effective with applications filed after January 1, 1947, liberalized the eligibility conditions. Formerly a parent must have been "wholly" dependent on the deceased wage earner; the amendments changed this requirement to "chiefly" dependent. More parent's benefits were awarded during the first half of 1947 than in the entire year 1946.

Almost \$37.7 million was certified in June for monthly benefit payments and \$2.4 million for lump-sum death payments. These amounts include \$190,000 certified for monthly benefits and \$145,000 for lump-sum payments payable to survivors of veterans of World War II under section 210 of the 1946 amendments to the Social Security Act. The following quarterly figures show the increase in payments since September 1946, when the first of such payments were certified:

Year and specified period	Amounts certified	
	Monthly benefits	Lump-sum payments
1946:		
September.....	\$3,490	\$15,545
October-December.....	199,178	446,174
1947:		
January-March.....	459,645	607,010
April-June.....	591,807	576,344

Table 3.—Number of monthly benefits and lump-sum death payments awarded, by type of benefit, 1940-47

[Corrected to July 15, 1947]

Year and quarter <sup>1</sup>	Monthly benefits							Lump-sum death payments <sup>2</sup>
	Total	Primary	Wife's	Child's	Widow's	Widow's current	Parent's	
1940.....	254,984	132,335	34,555	59,382	4,600	23,260	852	75,065
1941.....	269,286	114,660	36,213	75,619	11,020	30,502	1,272	117,303
1942.....	258,116	99,622	33,250	77,384	14,774	31,820	1,266	134,991
1943.....	262,865	89,070	31,916	85,619	19,576	35,420	1,264	163,011
1944.....	318,949	110,097	40,349	99,676	24,759	42,649	1,419	205,177
1945.....	462,463	185,174	63,068	127,514	29,844	55,108	1,755	247,012
1946.....	547,150	258,980	88,515	114,875	38,823	44,190	1,767	250,706
1944								
Jan.-Mar.....	75,807	25,474	9,401	23,978	6,416	10,225	313	47,342
Apr.-June.....	79,003	27,907	10,150	24,442	6,086	10,667	351	48,976
July-Sept.....	78,976	27,607	10,066	24,580	5,804	10,559	351	52,444
Oct.-Dec.....	85,163	29,109	10,732	26,667	6,453	11,798	404	56,415
1945								
Jan.-Mar.....	104,064	35,613	12,587	33,025	7,730	14,689	420	65,695
Apr.-June.....	117,857	41,116	14,454	37,208	7,954	16,614	511	69,770
July-Sept.....	106,782	44,493	14,908	28,058	6,821	12,096	406	54,750
Oct.-Dec.....	133,760	63,952	21,119	29,223	7,339	11,709	418	56,797
1946								
Jan.-Mar.....	147,229	72,379	23,553	30,091	8,805	12,006	395	64,185
Apr.-June.....	155,036	75,641	25,222	31,452	10,306	11,966	449	67,543
July-Sept.....	132,627	62,541	21,809	27,222	10,020	10,579	456	58,382
Oct.-Dec.....	112,258	48,419	17,931	26,110	9,692	9,639	467	60,596
1947								
Jan.-Mar.....	133,217	62,106	22,136	27,548	10,404	10,293	730	60,357
Apr.-June.....	152,847	69,319	24,383	33,202	12,525	12,173	1,245	61,729

<sup>1</sup> Quarterly data for 1940-43 were presented in the *Bulletin* for February 1947, p. 29.

<sup>2</sup> Under 1939 and 1946 amendments.

## Public Assistance

### Changes in Public Assistance, September 1946-January 1947

The amendments to the public assistance titles of the Social Security Act passed in August 1946 helped the States to finance increases in both assistance payments and number of recipients. Despite the fact that the States had relatively short notice to change their maximums on individual assistance payments and their assistance standards to take advantage of the new legislation, many of them had passed on to recipients the full benefit of the Federal increase by January and nearly all had passed on substantial shares of the additional money. The increased Federal participation helped some States to fi-

nance immediate increases for which procedures were already under way and in other States provided an incentive for initiating new policies.

Under the amendments the maximum payment in which the Federal Government will participate was raised from \$40 to \$45 for aged and blind recipients. For aid to dependent children, the maximum amounts subject to Federal participation were raised from \$18 for one child in a family and \$12 more for each additional child to \$24 for the first child and \$15 for each additional child. The Federal sharing ratio also was changed. For old-age assistance and aid to the blind, the Federal share was set at two-thirds of the first \$15 of the average payment per aged or blind recipient and one-half the balance of matchable expenditures.



Table 1.—Public assistance in the United States, by month, June 1946–June 1947<sup>1</sup>

Year and month	Total	Old-age assistance	Aid to dependent children		Aid to the blind	General assistance	Total	Old-age assistance	Aid to dependent children		Aid to the blind	General assistance
			Families	Children					Families	Children		
Number of recipients							Percentage change from previous month					
1946												
June.....		2,108,216	311,294	799,414	73,945	278,000	-----	+0.4	+1.4	+1.6	+0.7	-1.6
July.....		2,116,505	314,516	806,558	74,406	279,000	-----	+4	+1.0	+9	+6	+2
August.....		2,126,635	318,571	816,886	74,823	280,000	-----	+5	+1.3	+1.3	+6	+4
September.....		2,134,585	323,360	829,309	75,253	282,000	-----	+4	+1.5	+1.5	+6	+8
October.....		2,155,890	329,691	844,589	75,705	290,000	-----	+1.0	+2.0	+1.8	+6	+2.8
November.....		2,174,616	337,197	862,356	76,165	298,000	-----	+9	+2.3	+2.1	+6	+2.8
December.....		2,195,806	346,235	885,227	76,680	315,000	-----	+1.0	+2.7	+2.7	+7	+5.5
1947												
January.....		2,212,945	354,378	905,855	76,986	336,000	-----	+8	+2.4	+2.3	+4	+6.6
February.....		2,227,868	363,649	929,705	77,272	344,000	-----	+7	+2.6	+2.6	+4	+2.7
March.....		2,243,392	374,387	957,134	77,677	344,000	-----	+7	+3.0	+3.0	+5	-1
April.....		2,255,525	384,053	979,620	77,954	339,000	-----	+5	+2.6	+2.3	+5	-1.6
May.....		2,259,677	391,312	996,959	78,648	338,000	-----	+2	+1.9	+1.8	+9	-3
June.....		2,271,007	396,148	1,009,475	79,153	335,000	-----	+5	+1.2	+1.3	+6	-7
Amount of assistance							Percentage change from previous month					
1946												
June.....	\$94,690,769	\$66,363,812	\$16,717,480	\$2,517,477	\$9,092,000		+0.5	+0.7	+1.5	+1.0	-3.3	
July.....	95,779,264	66,985,744	16,862,803	2,541,717	9,389,000		+1.1	+9	+9	+1.0	+3.3	
August.....	97,110,506	67,663,188	17,225,179	2,567,139	9,655,000		+1.4	+1.0	+2.1	+1.0	+2.8	
September.....	98,954,449	68,534,794	17,918,209	2,604,446	9,797,000		+1.9	+1.4	+1.0	+1.5	+1.5	
October.....	107,498,562	74,219,288	19,731,668	2,714,606	10,833,000		+8.6	+8.1	+10.1	+4.2	+10.6	
November.....	110,385,737	76,080,252	20,411,575	2,762,910	11,131,000		+2.7	+2.5	+3.4	+1.8	+2.7	
December.....	114,314,109	77,531,118	21,545,133	2,811,858	12,426,000		+3.6	+1.9	+5.6	+1.8	+11.6	
1947												
January.....	116,678,504	78,314,543	22,065,013	2,829,948	13,449,000		+2.1	+1.0	+2.5	+6	+8.2	
February.....	118,228,265	78,962,347	22,786,969	2,851,949	13,627,000		+1.3	+8	+3.2	+8	+1.3	
March.....	121,027,434	80,732,176	23,712,901	2,920,357	13,662,000		+2.4	+2.2	+4.1	+2.4	+3	
April.....	121,863,758	81,165,674	24,118,180	2,943,804	13,656,000		+7	+5	+1.7	+8	(?)	
May.....	122,025,637	81,159,125	24,295,503	2,971,009	13,600,000		+1	(?)	+7	+9	-4	
June.....	122,417,222	81,842,124	24,434,095	3,003,003	13,140,000		+3	+8	+6	+1.0	-3.4	

<sup>1</sup> Data subject to revision. Excludes programs administered without Federal participation in States administering such programs concurrently with programs under the Social Security Act.

<sup>2</sup> Decrease of less than 0.05 percent.

Table 2.—Old-age assistance: Recipients and payments to recipients, by State, June 1947<sup>1</sup>

State	Number of recipients	Payments to recipients		Percentage change from—				State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	May 1947 in—		June 1946 in—				Total amount	Average	May 1947 in—		June 1946 in—	
				Number	Amount	Number	Amount					Number	Amount	Number	Amount
Total	2,271,007	\$81,842,124	\$36.04	+0.5	+0.8	+7.7	+23.3	Mo.	113,897	\$3,992,110	\$35.05	+0.7	+1.1	+8.1	+33.2
Ala.	52,299	917,100	17.54	+1.3	+9	+35.2	+36.4	Mont.	10,663	608,102	37.80	-1	+5	-3	+15.6
Alaska	1,357	53,994	39.79	+4	-10.9	-7	-3.7	Nebr.	25,241	1,016,503	40.27	+1	+9	+3.9	+29.7
Ariz.	10,654	506,924	47.58	+9	+7	+9.3	+34.1	Nev.	2,011	95,459	47.47	+1.2	+1.3	+3.3	+26.2
Ark.	40,098	731,648	18.25	+2.6	+1.9	+45.4	+55.9	N. H.	6,754	247,864	36.70	+2	+4.7	+2.5	+20.3
Calif.	172,463	9,074,122	52.61	+1.0	+1.0	+6.3	+17.3	N. J.	23,094	941,228	40.76	+1	+6	+7	+23.3
Colo.	42,608	2,774,117	65.11	+6	+10.6	+5.6	+65.7	N. Mex.	8,025	287,708	35.85	+2.0	+2.0	+19.3	+37.5
Conn.	14,991	657,709	43.87	+5	+1.3	+2.1	+9.4	N. Y.	107,934	5,071,550	46.99	(?)	-4	+3.6	+29.5
Del.	1,201	27,213	22.66	+3	+3.6	+1.2	+19.0	N. C.	38,607	696,920	18.05	+1.9	+2.5	+17.3	+51.9
D. C.	2,334	93,513	40.07	+1.4	+2.0	+2.5	+21.9	N. Dak.	8,925	352,097	39.45	+4	+9	+2.4	+15.4
Fla.	52,670	1,927,131	36.59	+1.5	+1.9	+14.7	+37.4	Ohio	121,602	4,810,111	39.56	+5	+1.0	+4.3	+29.1
Ga.	76,741	1,307,632	17.04	+1	-1	+10.0	+44.2	Okla.	95,349	4,036,440	42.33	+6	+7	+16.0	+31.1
Hawaii	1,700	60,150	35.38	+1.1	+2.3	+13.6	+59.8	Oreg.	22,216	930,211	41.87	-1.0	-2.7	+5.7	+12.0
Idaho	10,520	438,797	41.71	+2	(?)	+6.7	+35.5	Pa.	90,031	3,057,633	33.96	(?)	+4.7	+13.0	+15.0
Ill.	126,495	5,004,997	39.57	(?)	+1	+1.3	+17.0	R. I.	8,366	331,757	39.66	+7	+1.5	+10.5	+23.5
Ind.	50,888	1,534,479	30.33	-2	+4	-7.3	+6.1	S. C.	29,588	598,476	20.23	+2.3	+2.2	+26.4	+59.0
Iowa	48,295	1,918,432	39.72	(?)	+8	-1	+16.8	S. Dak.	12,574	407,634	32.42	-5	-1.3	-8	+18.1
Kans.	33,890	1,177,506	34.74	+6	+1.1	+14.9	+29.8	Tenn.	47,057	864,702	18.38	+9	+7	+22.5	+38.1
Ky.	47,285	821,730	17.38	+1.4	+1.4	+6.9	+57.6	Tex.	193,891	5,608,230	28.92	+4	+4	+6.2	+28.3
La.	49,310	1,197,246	24.28	+1.6	+2.2	+29.9	+47.8	Utah	12,616	532,585	42.22	-9	-9	-1.7	+6.1
Maine	15,158	518,524	34.21	-1.2	-1.3	+1.0	+12.0	Vt.	5,426	167,162	30.81	-8	-8	+3.9	+33.2
Md.	11,819	364,915	30.88	+8	+1.0	+2.4	+11.8	Va.	15,850	279,397	17.63	+8	+1.0	+6.2	+22.4
Mass.	54,767	4,289,240	50.60	+3	+1	+6.6	+15.1	Wash.	65,643	3,480,325	53.02	-9	-9	+6	-4
Mich.	93,539	3,361,850	35.94	+3	+3	+4.6	+12.0	W. Va.	20,696	312,118	15.08	+1.0	+1.0	+9.2	+4.3
Minn.	53,970	2,000,894	37.07	(?)	-1	-4	+9.2	Wis.	47,137	1,696,911	36.00	(?)	+4	+1.9	+17.7
Miss.	39,296	680,503	17.32	+7	+1.2	+42.7	+48.7	Wyo.	3,766	183,485	48.72	+2	+1	+6.9	+33.9

<sup>1</sup> For definitions of terms see the Bulletin, July 1945, pp. 27-28. All data subject to revision.

<sup>2</sup> Increase of less than 0.05 percent.

<sup>3</sup> Decrease of less than 0.05 percent.

For aid to dependent children, the Federal share became two-thirds of the first \$9 of the average payment per child, plus one-half the balance within the maximums.

### Changes in State Policy

Changes in State policy following the amendments generally took the form of (1) an increase in the amounts that agencies would pay for specific requirements of recipients or in the proportion of need met, and (2) a liberalization of State maximums. These changes occurred singly and in different combinations in the various States. Most commonly the assistance agency raised the amount provided for certain requirements of recipients. About three-fifths of the States increased the allowances for food, and increases for clothing were second in frequency. In addition to raising cost figures, or in a few instances in lieu of this step, several States provided for additional items needed by recipients, made previously permissive items mandatory, or increased the proportion of need met.

Revising cost figures or raising the proportion of need met did not benefit recipients already receiving maximum amounts. Only in States without maximums could all payments be increased. Many other States, however, lifted maximums when increased Federal participation became available. In all, between September and the end of January, 24 States raised their maximums for old-age assistance, 20 States those for aid to the blind, and 14 States those for aid to dependent children.<sup>1</sup> Nevertheless, maximums differed widely among the States even after these changes. In January, maximums ranged from \$23 to \$90 for aged recipients, from \$30 to \$90 for the blind, and from \$15 to \$135 for one-child families.

As a result of these State actions and of the Federal amendments, assistance payments increased more markedly in the last quarter of 1946 than in any other quarter since 1936. From September, the last month in which the old provisions for Federal matching were effective, to January

1947, the average payment for the Nation increased \$3.24 for old-age assistance, \$2.76 for aid to the blind, and \$6.90 per family or \$2.77 per child for aid to dependent children. The change in the national average was, of course, made up of unequal changes in State averages. The number of States with specified change in average payments from September 1946 to January 1947 was as follows:

Amount of change in average payment	Old-age assistance	Aid to the blind	Aid to dependent children (per child)
Total.....	51	47	50
Increase:			
\$6.00 or more.....	6	4	1
5.00-5.99.....	5	2	2
4.00-4.99.....	7	9	7
3.00-3.99.....	5	7	12
2.00-2.99.....	13	10	8
1.00-1.99.....	8	10	11
Less than 1.00.....	4	3	7
Decrease.....	3	2	2

Although some of the States with the largest increases were among those that had previously made the highest payments, substantial increases also occurred in States where payments had been low—in Kentucky, for example. Nine of the 10 States with lowest per capita income reported increases in all average payments; in the tenth, where averages increased for old-age assistance and aid to the blind, the average payment per child remained unchanged but the number of children aided increased more than 23 percent.

The size of the increases in payments during the 4 months depended on the type of action taken by the State to raise payments and on whether increases in case loads, limits on the amount of individual payments, or limitations of funds prevented or restricted the application of

the measures adopted. In a few States, action was postponed until after January 1947 or was incomplete because changes in individual payments were deferred until they could be made in the course of the usual review of case loads.

In many States the necessity for dividing funds between payments to new applicants and increases in payments to all recipients limited the amounts of these individual increases. From September to January the number of aged recipients increased nearly 4 percent; blind recipients, nearly 3 percent; and dependent children, more than 9 percent. Increases of more than 10 percent were reported by 5 States in the old-age assistance rolls and by 19 States in the rolls for aid to dependent children.

### Changes in Expenditures, by Source of Funds<sup>2</sup>

These increases in assistance payments and in number of recipients raised total public assistance expenditures from \$87 million in September 1946 to \$101 million in January 1947—almost 16 percent. For the country as a whole the increase in total expenditures resulted entirely from an increase in Federal funds, which—primarily because of the amendments—rose about 36 percent; State and local expenditures remained about the same. The largest increase in total expenditures (24 percent) was for aid to dependent children, for which the States spent more from State and local funds in January than in September. Rises in total costs for old-age assistance and aid to the blind were substantial but somewhat smaller, 14 and 11 percent,

<sup>2</sup> Discussion of source of funds excludes Alaska and Hawaii, for which data on per capita income are not available.

Table 3.—Average payment in January 1947 and change in average payment, September 1946-January 1947, by program and source of funds

Program	Average payment in January 1947 from—			Amount of change from September 1946		
	All funds	Federal funds	State and local funds	All funds	Federal funds	State and local funds
Old-age assistance.....	\$35.39	\$19.11	\$16.28	+\$3.24	+\$4.16	—\$0.92
Aid to dependent children (per child).....	24.38	9.75	14.63	+2.77	+3.16	—
Aid to the blind.....	36.40	19.18	17.22	+2.76	+4.11	—1.35

<sup>1</sup> Two other States, Louisiana and South Dakota, raised the maximums for aid to dependent children for families of a specified size.

respectively; States and localities reduced somewhat their funds for these programs, under which pay-

ments generally have been considered more nearly adequate than those for aid to dependent children.

In general, the increases in Federal funds, together with increased State and local expenditures in some

Table 4.—General assistance: Cases and payments to cases, by State, June 1947<sup>1</sup>

State	Number of cases	Payments to cases		Percentage change from—			
		Total amount	Average	May 1947 in—		June 1946 in—	
				Number	Amount	Number	Amount
Total <sup>2</sup>	335,000	\$13,140,000	\$39.18	-0.7	-3.4	+20.5	+44.5
Ala.	4,869	77,277	15.87	+1.1	+1.7	+16.8	+21.8
Alaska	143	4,236	29.62	-10.6	-7.9	-28.1	-56.0
Ariz.	2,339	73,207	31.30	+8.4	+14.4	+4.9	+10.9
Ark.	2,631	32,119	12.21	-1	+4	-2.9	( <sup>3</sup> )
Calif.	23,271	1,120,398	48.15	-1.7	( <sup>4</sup> )	+36.2	+49.9
Colo.	3,956	151,504	38.30	-3.1	-3.9	+13.4	+31.4
Conn.	3,327	131,953	39.66	-2.2	-3.4	+17.3	+34.2
Del.	27,389	35.90	-3.9	-5.4	+78.7	+118.8	
D. C.	1,274	61,207	48.04	+5.9	+5.5	+60.1	+98.0
Fla.	4,000	63,000					
Ga.	2,907	42,306	14.55	-1.2	-7	+13.2	+27.7
Hawaii	967	46,129	47.70	+2.8	+7.1	+51.3	+92.8
Idaho	515	14,887	28.91	-1.0	-2	+2.2	+24.1
Ill.	23,100	1,000,749	43.32	-9	-4.5	+17.7	+37.1
Ind.	8,767	201,328	22.96	+4.5	-6.5	-3.4	+1.3
Iowa	4,307	109,008	25.31	-2.2	-5.8	+9.6	+36.3
Kans.	4,849	205,436	42.37	-5	-4	+32.2	+70.8
Ky.	2,000	33,000					
La.	8,573	181,420	21.16	+1.1	+1.7	+14.8	+17.8
Maine	2,264	86,730	38.31	-3.9	-7.0	+15.5	+26.5
Md.	7,834	269,070	34.35	-2.2	-2.6	+19.7	+23.3
Mass.	14,887	572,948	38.49	-2.1	-7.7	+14.6	+29.7
Mich.	21,262	827,935	38.94	-0	-9.7	+16.7	+35.1
Minn.	5,919	214,969	36.32	-3.7	-5.7	+13.5	+33.7
Miss.	4,474	4,795	10.12	+11.5	+10.7	+31.7	+42.9
Mo.	11,188	275,440	24.62	+2.4	+4.4	+24.5	+29.9
Mont.	1,198	32,640	27.25	+4.4	+5.0	+13.6	+20.8
Nebr.	1,580	41,121	26.03	-8.0	-7.8	-13.3	-1.9
Nev.	282	6,065	21.51	+4.1	+6	+12.4	+22.6
N. H.	1,143	35,465	31.03	-2.8	-7.8	+10.3	+22.2
N. J.	5,794	274,883	47.44	-2.4	-7	+17.6	+46.5
N. Mex.	1,774	37,148	20.94	+1.7	+1.8	+31.4	+60.7
N. Y.	105,406	3,828,309	65.55	+2.0	-3	+49.4	+102.5
N. C.	2,899	39,143	13.50	-3.7	-7.9	+11.2	+25.8
N. Dak.	647	20,235	31.28	-4.0	-1.4	+1.3	+20.3
Ohio	18,368	731,192	39.81	-1.8	-3.6	+18.9	+42.6
Okl.	6,400	77,233	( <sup>5</sup> )	( <sup>6</sup> )	+25.1	( <sup>7</sup> )	+28.3
Oreg.	3,983	186,818	46.90	-3.3	-3.5	-10.7	-14.2
Pa.	32,573	1,093,124	33.56	-2.4	-14.6	+18.2	+27.1
R. I.	2,600	113,361	43.60	-7.0	-7.1	+27.1	+46.9
S. C.	4,714	59,267	12.57	+3.5	+5.2	+26.6	+9.9
S. Dak.	850	20,982	24.68	-10.1	-12.9	+9.8	+28.6
Tenn.	1,700	12,700					
Tex.	3,500	62,000					
Utah	1,790	86,981	48.59	+6	-1.9	+7.2	+17.9
Vt.	585	15,238	26.05	-16.8	-18.3	-21.2	-16.7
Va.	3,658	73,075	19.98	-1.8	-4	+10.9	+19.8
Wash.	6,912	340,892	49.32	-5.3	+4.5	-8.4	-13.5
W. Va.	4,857	71,189	14.66	-3.1	-2.9	+6.8	+19.6
Wis.	4,351	160,977	37.00	-5.3	-7.9	-5.4	+6.7
Wyo.	425	18,755	44.13	-3.6	-3.4	+23.5	+65.0

<sup>1</sup> For definitions of terms see the *Bulletin*, July 1945, pp. 27-28. All data subject to revision.

<sup>2</sup> Partially estimated; does not represent sum of State figures because total excludes payments for, and an estimated number of cases receiving, medical care, hospitalization, and burial only in Indiana and New Jersey.

<sup>3</sup> State program only; excludes program administered by local officials.

<sup>4</sup> Decrease of less than 0.05 percent.

<sup>5</sup> Based on actual reports including an estimated 97 percent of cases and 98 percent of payments.

<sup>6</sup> Estimated.

<sup>7</sup> Excludes assistance in kind and cases receiving assistance in kind only and, for a few counties, cash payments and cases receiving cash payments. Amount of payments shown represents about 60 percent of total.

<sup>8</sup> Includes unknown number of cases receiving medical care, hospitalization, and burial only, and total payments for these services.

<sup>9</sup> Excludes a few cases and small amount of local funds not administered by State agency.

<sup>10</sup> Includes cases receiving medical care only.

<sup>11</sup> Excludes estimated duplication between programs; 3,048 cases were aided by county commissioners and 4,106 cases under program administered by State Board of Public Welfare. Average per case and percentage change in number of cases not computed.

Table 5.—Aid to the blind: Recipients and payments to recipients, by State, June 1947<sup>1</sup>

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	May 1947 in—		June 1946 in—	
				Number	Amount	Number	Amount
Total	79,153	\$3,001,003	\$37.91	+0.6	+1.0	+7.0	+19.2
Total, 47 States <sup>2</sup>	62,085	2,351,031	37.87	+7	+1.1	+7.8	+24.1
Ala.	1,004	20,076	20.00	+1.0	+1.7	+18.1	+29.5
Ariz.	622	35,632	57.29	+5	+6	+17.1	+44.0
Ark.	1,473	31,324	21.27	+1.5	+2.0	+23.4	+38.2
Calif.	6,440	404,702	62.84	+1.5	+1.4	+9.1	+18.3
Colo.	396	18,009	45.48	0	+21.7	-11.4	+10.1
Conn.	143	5,768	40.34	+3.6	+8.4	+3.6	+2.8
Del.	116	3,304	28.48	+3.6	+4.8	( <sup>3</sup> )	( <sup>4</sup> )
D. C.	214	9,034	42.21	-5	( <sup>5</sup> )	+8.6	+24.8
Fla.	2,654	100,891	38.01	+1.3	+2.0	+11.2	+33.0
Ga.	2,205	45,029	20.42	+4	+4	+5.1	+36.1
Hawaii	67	2,724	40.66	( <sup>6</sup> )	( <sup>7</sup> )	( <sup>8</sup> )	( <sup>9</sup> )
Idaho	215	10,036	46.68	-5	-1.8	+6.4	+42.2
Ill.	4,855	200,026	41.20	+1	+6	-2.6	+14.1
Ind.	1,909	61,078	32.31	-3	+6	-1.0	+8.8
Iowa	1,223	57,167	46.74	-6	+4	+2	+20.3
Kans.	1,126	44,943	39.91	+2	+7	+4.3	+23.7
Ky.	1,705	31,367	18.40	+1.2	+1.3	+9.9	+51.5
La.	1,513	45,142	29.84	+1.3	+2.0	+8.6	+31.8
Maine	731	25,077	34.31	-1.3	-1.6	-6.0	+2.1
Md.	467	15,901	34.05	-8	-7	+2.6	+10.4
Mass.	1,187	61,081	51.46	+1.9	+2.5	+11.1	+20.7
Mich.	1,425	57,509	40.36	+6	+6	+7.1	+19.4
Minn.	981	43,672	44.52	+8	-6	+3.6	+15.0
Miss.	2,093	49,954	23.87	+2.2	+2.4	+27.5	+32.3
Mo.	1,260	88,500	70.00				
Mont.	393	15,817	40.25	0	+3	+9.5	+23.4
Nebr.	458	18,552	40.51	+4	+2.4	+4.3	+29.2
Nev.	87	1,192	( <sup>10</sup> )	( <sup>11</sup> )	( <sup>12</sup> )	( <sup>13</sup> )	( <sup>14</sup> )
N. H.	289	11,472	39.70	+3	+7.8	+1.8	+24.8
N. J.	589	25,094	42.60	+2	+1.2	+7.1	+29.3
N. Mex.	296	11,584	39.14	+5.3	+5.2	+20.8	+67.2
N. Y.	3,384	176,923	52.28	+1.0	+2	+9.6	+34.5
N. C.	2,835	73,555	25.95	-1	-4	+9.6	+34.8
N. Dak.	127	4,791	37.72	0	-1.1	+6.7	+13.1
Ohio	3,223	116,105	36.02	+2	+1.1	+4.1	+31.6
Okl.	2,444	104,875	42.91	+1.8	+2.0	+21.4	+41.9
Oreg.	384	19,051	49.61	-1.5	-3.4	+4.3	+6.4
Pa.	14,091	560,280	39.76	+4	+6	+5.2	+4.9
R. I.	137	5,651	41.25	+3.0	+4.1	+23.4	+45.5
S. C.	1,192	28,583	23.98	+7	+1.0	+14.7	+29.9
S. Dak.	212	6,368	30.04	-5	-1.3	-9	+22.7
Tenn.	1,716	39,342	22.93	+8	+1.0	+9.4	+24.6
Tex.	5,291	166,786	31.52	+4	+5	+8.3	+27.9
Utah	179	7,061	39.47	+7	+1.5	+4.3	+23.0
Vt.	147	6,602	36.88	0	-2	+8.5	+23.7
Va.	1,115	25,336	22.72	+1.2	+2.8	+13.7	+33.7
Wash.	642	39,164	61.00	-1.1	+3	+1.3	+3.6
W. Va.	876	15,820	18.06	+1	+4	+4.0	+3.4
Wis.	1,263	47,257	36.55	-1	+8	-3.4	+12.0
Wyo.	99	5,176	52.28	( <sup>15</sup> )	( <sup>16</sup> )	-10.8	+12.1

<sup>1</sup> For definitions of terms see the *Bulletin*, July 1945, pp. 27-28. Figures in italics represent programs administered without Federal participation. Data exclude program administered without Federal participation in Connecticut, which administers such program concurrently with program under the Social Security Act. Alaska does not administer aid to the blind. All data subject to revision.

<sup>2</sup> Under plans approved by the Social Security Administration.

<sup>3</sup> Average payment not calculated on base of less than 50 recipients; percentage change, on less than 100 recipients.

<sup>4</sup> Increase of less than 0.05 percent.

<sup>5</sup> Estimated.

<sup>6</sup> Represents statutory monthly pension of \$30 per recipient; excludes payment for other than a month.

States, resulted in comparatively large percentage increases in total expenditures in States with low per capita income and in smaller increases in States with high per capita income. Of the 20 States with the

highest increases in total costs (20 percent or more), 13 were among the lowest 20 in per capita income. In 5 of these 13 States, increases in total expenditures resulted from rises in State and local as well as in Federal

funds; State and local funds remained about the same in 2 of the 13 States and declined in the remain-

Table 7.—*Recipient rates for specified types of public assistance in the continental United States, by State, June 1947*

State	Recipients of old-age assistance per 1,000 population aged 65 and over <sup>1</sup>	Children receiving aid to dependent children per 1,000 population under 18 years <sup>2</sup>	Recipients of general assistance per 100,000 estimated civilian population <sup>3</sup>
Total.....	214	23	547
Alabama.....	325	19	206
Arizona.....	361	28	779
Arkansas.....	316	23	195
California.....	245	12	545
Colorado.....	409	30	646
Connecticut.....	99	14	-----
Delaware.....	52	8	-----
District of Columbia.....	47	20	192
Florida.....	325	39	-----
Georgia.....	415	14	173
Idaho.....	277	25	153
Illinois.....	187	25	581
Indiana.....	159	17	598
Iowa.....	188	15	443
Kansas.....	190	22	488
Kentucky.....	224	23	-----
Louisiana.....	352	33	440
Maine.....	183	19	686
Maryland.....	83	21	923
Massachusetts.....	203	18	653
Michigan.....	238	26	836
Minnesota.....	219	18	534
Mississippi.....	300	17	35
Missouri.....	314	47	701
Montana.....	237	28	373
Nebraska.....	207	19	258
Nevada.....	219	3	454
New Hampshire.....	130	19	525
New Jersey.....	67	9	296
New Mexico.....	290	42	520
New York.....	97	26	921
North Carolina.....	206	15	165
North Dakota.....	192	20	227
Ohio.....	195	12	615
Oklahoma.....	574	86	-----
Oregon.....	200	17	131
Pennsylvania.....	113	32	566
Rhode Island.....	131	28	839
South Carolina.....	305	19	309
South Dakota.....	243	23	348
Tennessee.....	239	32	-----
Texas.....	474	15	432
Utah.....	341	26	456
Vermont.....	151	17	252
Virginia.....	88	12	-----
Washington.....	373	31	508
West Virginia.....	174	36	475
Wisconsin.....	170	18	349
Wyoming.....	232	12	295

<sup>1</sup> Population aged 65 and over as of April 1947 estimated by the Social Security Administration. Rate is an understatement for some States because only 1 recipient is reported when a single payment is made to husband and wife, both 65 or over. The number of such payments, however, has decreased since September 1946.

<sup>2</sup> Population under 18 as of April 1947 estimated by the Social Security Administration. For Nevada, rate is for program administered without Federal participation.

<sup>3</sup> Civilian population as of July 1946 estimated by the Bureau of the Census. For Indiana and New Jersey, rates include unknown number of persons receiving medical care, hospitalization, and burial only. Number of persons aided not currently available for Connecticut, Delaware, Florida, Kentucky, Oklahoma, Tennessee, and Texas.

Table 6.—*Aid to dependent children: Recipients and payments to recipients, by State, June 1947<sup>1</sup>*

State	Number of recipients		Payments to recipients		Percentage change from—					
	Families	Children	Total amount	Average per family	May 1947 in—			June 1946 in—		
					Number of—		Amount	Number of—		Amount
					Families	Children		Families	Children	
Total.....	396,148	1,009,475	\$24,434,005	\$61.68	+1.2	+1.3	+0.6	+27.3	+26.3	+46.2
Total, 50 States <sup>2</sup> .....	396,098	1,009,390	24,432,515	61.68	+1.2	+1.3	+0.6	+27.3	+26.3	+46.2
Alabama.....	8,106	22,740	255,141	31.48	+1.1	+1.5	+1.2	+20.1	+20.2	+32.2
Alaska.....	229	559	7,171	31.31	+3.6	-2	-31.9	+102.7	+80.9	+31.0
Arizona.....	2,391	6,876	111,814	46.76	+3	+1	+1	+31.3	+30.7	+55.5
Arkansas.....	6,915	18,278	249,745	36.12	+3.6	+3.4	+3.2	+52.3	+50.4	+94.7
California.....	11,032	26,830	1,121,494	101.47	+4.7	+4.1	+5.8	+38.4	+33.1	+58.2
Colorado.....	4,081	11,225	279,931	68.59	-9	-7	-8	+12.1	+13.2	+24.7
Connecticut.....	2,809	7,188	261,416	93.06	+1.3	+4.0	+1.4	+2.7	+6.8	+5.3
Delaware.....	248	669	\$16,800 <sup>(3)</sup>	-----	-8	-9	(3)	-9.2	-14.6	(3)
District of Columbia.....	1,392	4,131	103,374	74.26	+5.2	+5.0	+5.3	+76.2	+68.5	+100.9
Florida.....	10,767	26,838	380,549	35.34	+7.6	+7.5	+7.5	+62.9	+65.2	+68.7
Georgia.....	6,501	16,719	229,497	35.30	+7	+7	+4	+36.0	+37.8	+75.9
Hawaii.....	963	2,916	89,617	93.06	+2.7	+2.4	+3.1	+46.1	+41.3	+89.5
Idaho.....	1,754	4,519	137,598	78.45	-3	-1.5	-8	+22.7	+18.7	+55.4
Illinois.....	22,662	56,246	1,781,895	78.63	-2.2	-1.6	-1.9	+4.0	+0.1	+19.4
Indiana.....	7,622	18,764	323,834	42.49	+4	+6	+4.2	+15.6	+17.6	+28.1
Iowa.....	4,277	10,940	148,279	34.67	+4	-1	-2	+19.5	+18.8	+22.4
Kansas.....	4,779	12,118	337,899	70.70	+9	+1.0	+1.2	+36.9	+34.9	+69.3
Kentucky.....	9,132	23,607	320,831	35.06	+4.6	+4.5	+4.0	+59.9	+56.2	+162.4
Louisiana.....	11,897	30,797	542,275	45.58	+1.4	+1.5	+1.6	+25.0	+22.6	+58.0
Maine.....	1,888	5,415	169,670	89.87	-1.3	-1.3	-1.9	+19.3	+20.9	+49.1
Maryland.....	4,839	13,903	233,637	48.28	+2	+2	+2	+26.6	+25.7	+61.5
Massachusetts.....	9,250	22,944	884,129	95.58	+1.3	+1.3	+1.3	+12.1	+11.4	+27.0
Michigan.....	20,060	47,789	1,561,293	77.83	+5	+6	+5	+19.0	+18.5	+34.2
Minnesota.....	5,922	15,107	330,701	55.84	+5	+2	+4	+15.2	+15.5	+19.1
Mississippi.....	5,518	14,615	145,854	26.43	+4.1	+2.4	+4.0	+62.3	+63.5	+63.3
Missouri.....	19,979	52,169	668,690	33.46	+2.1	+1.9	+1.9	+34.0	+32.9	+23.8
Montana.....	1,700	4,492	114,277	67.22	+1.2	+1.1	+2.3	+17.2	+15.8	+44.0
Nebraska.....	3,144	7,436	255,383	81.23	+2	(3)	+1	+23.5	+22.8	+50.8
Nevada.....	50	115	1,680	51.60	(3)	(3)	(3)	(3)	(3)	(3)
New Hampshire.....	1,102	2,804	86,455	78.45	+3	+1	+4	+17.4	+16.8	+29.3
New Jersey.....	4,115	10,629	322,988	78.49	+1.6	+2.0	+2.9	+13.9	+16.6	+37.2
New Mexico.....	3,659	9,583	177,692	48.54	+2.3	+2.2	+4	+27.8	+27.7	+70.0
New York.....	40,125	93,539	3,932,903	98.02	+2.1	+1.5	-1.1	+39.4	+34.0	+68.3
North Carolina.....	7,684	21,918	272,339	35.44	+1.7	+2.2	+2.2	+19.5	+24.8	+51.1
North Dakota.....	1,663	4,561	124,560	74.90	-4	+1.3	+1.2	+12.3	+10.5	+37.6
Ohio.....	9,352	25,654	617,733	66.05	+9	+8	+9	+13.2	+11.7	+29.1
Oklahoma.....	27,834	67,211	1,251,907	44.98	+2.1	+2.0	+2.0	+40.7	+39.2	+80.7
Oregon.....	2,342	5,958	210,167	59.74	-4.4	-3.8	-5.3	+63.7	+68.0	+71.2
Pennsylvania.....	38,955	99,802	2,809,460	72.12	-3	-1	(3)	+23.0	+20.3	+35.0
Rhode Island.....	2,411	6,045	186,792	77.47	+2.9	+3.2	+3.9	+36.4	+33.6	+54.2
South Carolina.....	5,529	15,366	152,575	27.60	+2.7	+3.0	+3.0	+27.5	+21.7	+49.4
South Dakota.....	1,880	4,642	86,532	46.03	-3.7	-3.3	-3.6	+11.1	+10.8	+26.8
Tennessee.....	13,425	36,024	471,035	35.09	+4	+6	+4	+14.4	+16.3	+37.8
Texas.....	14,073	35,452	587,308	41.73	+2.3	+2.0	+1.7	+50.6	+53.5	+148.4
Utah.....	2,439	6,550	224,463	92.03	+2	+7	(3)	+17.2	+17.4	+41.5
Vermont.....	685	1,888	31,743	46.34	+1.6	+1.2	+1.0	+12.5	+16.5	+46.0
Virginia.....	4,504	13,118	177,719	39.46	+4	+9	+1.6	+18.3	+20.3	+36.0
Washington.....	7,317	17,647	765,611	104.63	+3	+3	-3.3	+40.6	+37.9	+48.2
West Virginia.....	9,384	26,272	276,941	28.90	+8	+7	+1.1	+19.8	+18.1	+9.6
Wisconsin.....	7,156	17,911	571,250	79.83	-6	-1	-4	+12.9	+13.9	+40.0
Wyoming.....	367	1,056	31,698	86.37	-4.2	-3.1	-3.9	+14.7	+17.3	+63.2

<sup>1</sup> For definitions of terms see the *Bulletin*, July 1945, pp. 27-28. Figures in italics represent program administered without Federal participation. Data exclude programs administered without Federal participation in Florida, Kentucky, and Nebraska, which administer such programs concurrently with programs under the Social Security Act. All data subject to revision.

<sup>2</sup> Under plans approved by the Social Security Administration.

<sup>3</sup> Includes an estimated amount to compensate for reduction in payments because of change in payment dates. A average payment and percentage change not computed.

<sup>4</sup> Decrease of less than 0.05 percent.

<sup>5</sup> Percentage change not calculated on base of less than 100 families.

<sup>6</sup> Increase of less than 0.05 percent.



ing 6. On the other hand, 12 of the 21 States reporting increases of less than 15 percent were among the 20 States with highest per capita income, and all but 6 were among the upper half of the States in wealth; only 1 of the 21 States was among the 10 lowest-income States.

Rank in per capita income	Number of States with percentage increase in total expenditures, September 1946-January 1947, of—					
	Less than 10.0	10.0-14.9	15.0-19.9	20.0-24.9	25.0-29.9	30.0 or more
Total.....	8	13	8	8	8	4
41-49.....		1			5	3
31-40.....	1	1	3	2	2	1
21-30.....	3	3	1	3		
11-20.....	1	4	3	1	1	
1-10.....	3	4	1	2		

This general relationship between the wealth of the States and the percentage increase in total expenditures resulted almost entirely from the fact that, with some exceptions, the lower-income States have relatively low average payments and the richer States, higher payments. The method of determining Federal funds under the amendments gives a higher proportion of Federal funds to States with low average payments than to those with high. The more a State increases its expenditures beyond \$15 per recipient for old-age assistance and aid to the blind and \$9 per child for aid to dependent children, the lower, proportionately, will be its share of Federal funds under the formula. If the States with low resources were to make average payments equal to those in the more wealthy States, therefore, there would be no relation under the amendments between the proportion of Federal funds received by the States and their relative wealth.

**Federal funds.**—In both high and low-income States, Federal funds increased substantially under the amendments. In 19 States, including each of the 10 States with lowest financial resources, the increase in Federal funds was 40 percent or more. The range for these 10 States was from 45.3 percent in Alabama, where expenditures from State and local funds decreased substantially, to 97.4 percent in Kentucky, where State and local funds increased more than 16 percent. On the other hand, only 1 of

the 10 richest States received an increase of 40 percent or more; in 9 of them, however, Federal funds went up at least 26 percent.

Rank in per capita income	Number of States with percentage increase in expenditures from Federal funds of—				
	Less than 25.0	25.0-29.9	30.0-34.9	35.0-39.9	40.0 or more
Total.....	3	9	11	7	19
41-49.....					9
31-40.....		1		3	6
21-30.....	2	2	4	1	1
11-20.....		3	4	1	2
1-10.....	1	3	3	2	1

The percent of total costs borne by the Federal Government was larger in January than in September for all programs in all States. In 9 of the 12 States with least economic resources, the Federal share increased from half the total expenditures in September 1946 to more than 60 percent in January 1947. These 9 States received the largest proportionate rise in the Federal share. In January, Federal funds met 60-65 percent of total public assistance expenditures in 10 States, 50-60 percent in 22 States, and less than half in the remaining 17 States. The range was from 39.8 percent in New York to 64.8 percent in Georgia.

For the States as a group, Federal funds represented more than 50 percent of the costs of old-age assistance and aid to the blind, but only 40 percent of the costs of aid to dependent children, for which maximums limiting Federal participation are still well below the amounts the States find necessary to meet need. For old-age assistance, no State received less than 40 percent of total expenditures from Federal funds; for aid to the blind, only 1 State received less than that proportion. On the other hand, 21

States received less than 40 percent of their expenditures for aid to dependent children, and 13 States received from the Federal Government less than one-third of their expenditures under that program. Of the 21 States in which the Federal Government met less than 40 percent of the expenditures for dependent children, 3 were among the lower half of the States in per capita income.

**State and local funds.**—The amounts spent from State and local funds increased in 21 States, 8 of which reported rises of more than 10 percent; 4 of the 8 were among the lowest 20 States in per capita income. Although 28 States decreased State and local expenditures, the declines were less than 10 percent in 20 States and in 14 of these States, less than 5 percent. While 2 of the 10 poorest States increased State and local expenditures by more than 10 percent, only 1 decreased its share of the total by so large a proportion.

Rank in per capita income	Number of States with percentage change in expenditures from State and local funds of—			
	15.0 or more	10.0-14.9	5.0-9.9	0.1-4.9
Decrease				
Total.....	3	5	6	14
41-49.....	1		3	2
31-40.....	1	1	1	3
21-30.....		3		3
11-20.....		1		4
1-10.....	1		2	2
Increase				
Total.....	4	4	2	11
41-49.....	1	1		1
31-40.....	1	1		2
21-30.....	1	1		2
11-20.....			2	3
1-10.....	1	1		3

The small change in expenditures from State and local funds for the Nation as a whole for all programs combined did not apply uniformly to each of the three programs. States increased their contribution for aid to dependent children by almost 7 percent from September to January and decreased expenditures for old-age assistance and aid to the blind. Twenty-nine States spent more from State and local funds for aid to dependent children, while considerably fewer, 19 and 15, respectively, in-

Program	Federal funds as percent of—		
	Total expenditures	Expenditures within limits for Federal participation, January 1947	
	September 1946	January 1947	
Total.....	43.2	51.0	57.0
Old-age assistance.....	46.5	54.0	57.6
Aid to dependent children.....	30.5	40.0	59.3
Aid to the blind.....	44.8	52.7	57.5

creased expenditures for old-age assistance and aid to the blind. For the States as a group, however, the increase for aid to dependent children almost canceled out the combined decreases for the other two programs, so that the net change was only \$73,000, or one-tenth of 1 percent of total State-local expenditures.

Change in amount of State-local expenditures, September 1946-January 1947	All programs	Old-age assistance	Aid to dependent children	Aid to the blind
Increase:				
Number of States..	21	19	29	15
Amount (in thousands).....	\$1,308	\$666	\$1,026	\$17.8
Decrease:				
Number of States..	30	32	21	32
Amount (in thousands).....	\$1,381	\$1,511	\$199	\$73.3
Net change (in thousands).....	-\$73	-\$845	+\$827	-\$55.5

**Average payments.**—All the increase from September to January in average payments for each of the three types of assistance came from Federal funds. The average amount per recipient paid from State and local funds declined, even for aid to dependent children, for which total expenditures from non-Federal sources were greater in January than in September. Thus the increase in the amount per recipient from all sources of funds was smaller than the average rise per recipient in Federal funds. Part of the additional Federal money not used to raise payments, and all the increase in State-local funds for aid to dependent children, went to increase the number of persons receiving aid.

If there had been no increase in the number of recipients and the States and localities had spent as much from their own funds in January as in September, the maximum increase in average payments for old-age assistance and aid to the blind would have been \$5 and in the average per child, between \$3 and \$4. Twenty-one States increased the average per child by \$3 or more, while 10 and 6 States, respectively, raised their averages for old-age assistance and aid to the blind \$5 or more. In addition, increases within 10 cents of the maximum rise were granted in 3 States for

Table 8.—Amount of expenditures for assistance payments, September 1946 and January 1947, and percentage change, by source of funds

[Amounts in thousands]

Program and source of funds	January 1947	September 1946	Percentage change, September 1946-January 1947
All programs, total.....	\$101,146	\$87,427	+15.7
Federal funds.....	51,591	37,799	+36.5
State-local funds.....	49,555	49,628	-.1
Old-age assistance, total.....	77,347	67,986	+13.8
Federal funds.....	41,801	31,595	+32.3
State-local funds.....	35,546	36,391	-2.3
Aid to dependent children, total.....	21,625	17,479	+23.7
Federal funds.....	8,644	5,325	+62.3
State-local funds.....	12,981	12,154	+6.8
Aid to the blind, total.....	2,174	1,962	+10.8
Federal funds.....	1,146	879	+30.4
State-local funds.....	1,028	1,083	-5.1

old-age assistance, in 1 State for aid to dependent children, and in 1 State for aid to the blind.

## Program Operations

In each of the special types of public assistance, small increases occurred during June in the total number of recipients and the amount of payments. With these increases the number of aged recipients and the number of children receiving aid to dependent children reached all-time highs; the latter, for the first time, passed a million. The case load for aid to the blind nearly equaled its peak, which had occurred in September 1942. In contrast, the total general assistance case load dropped slightly for the fourth consecutive month and was lower than in June 1942. In 19 large cities that aid more than one-third of all the general assistance cases, the loads continued to rise, although the June increases were small.

Because the number of aged persons and the number of children in the population have also increased, the proportions aided in each of these age groups were no larger than in June 1942. In June 1947, aged recipients represented 21.4 percent of the total aged population; 2.3 percent of all children under 18 received aid to de-

pendent children. Fourteen Southern and Western States aided 300 or more aged persons per 1,000 in the population. Seven States in the industrial East, on the other hand, aided less than 100 per 1,000 aged persons. State recipient rates for aid to dependent children were over 30 in 9 States and less than 10 in 3 States. They do not, however, follow as marked a regional pattern as do the old-age assistance rates.

About one-half of 1 percent of the total civilian population in the United States received general assistance. State rates ranged from as low as 35 persons per 100,000 population in Mississippi to 921 and 923 in New York and Maryland, respectively. Rates in Washington and Oregon were the highest reported in December 1946 but were below average in June 1947 chiefly because of transfers of cases from general assistance to the special types of public assistance. Comparability with rates for preceding years is impaired by wartime fluctuations in the civilian population base. About one-third of the estimated blind population received aid to the blind. Since estimates of blind population are not available for a year later than 1940, State rates for this program have not been computed for June.

Average payments of old-age assistance and aid to the blind were a few cents higher than in May, while the averages for aid to dependent children and general assistance dropped somewhat. Earnings in seasonal employment doubtless resulted in some reductions in these payments.

Repeated slight declines in the national average for aid to dependent children each month since March reflect, also, retrenchment measures adopted by several States, chiefly because appropriations were below the amounts estimated to be needed or because of other legislative action. Only in Alaska, Delaware, and West Virginia, however, had such retrenchment wiped out the increases in average payments that followed the 1946 amendments to the Social Security Act. The average payment for all States for June was \$2.59 per child or \$6.27 per family above the average for September 1946.

## Social and Economic Data

### Social Security and Other Income Payments

#### Personal Income

The Office of Business Economics of the Department of Commerce has recently completed an extensive revision of its national income and related series.<sup>1</sup> Beginning with this issue of the BULLETIN, data from the series—previously presented as income payments to individuals—are given on the new basis of "personal income." The revisions embody alterations in underlying concepts as well as in statistical procedures and the use of the latest available source data. The changes, so far as they affect the income payments series, are outlined briefly in the following paragraphs.

The term "income payments to individuals" has been changed to "personal income," as mentioned above. Personal income is defined as "the current income received by persons from all sources, inclusive of transfers from government and business but exclusive of transfers among persons. Not only individuals (including owners of unincorporated enterprises), but nonprofit institutions, private trust funds, and private pension and welfare funds are classified as 'persons.' Personal income is measured as the sum of wage and salary receipts, other labor income, proprietors' and rental income, interest and dividends, and transfer payments."

New terminology has been introduced, and the total has been distributed differently. Consequently the figures are not comparable with data for earlier periods as presented in previous tables in the BULLETIN. The major items of personal income, and differences between the new and old series in terms of reallocation of certain items or changes in terminology, are outlined below according to the segments shown in table 1.

<sup>1</sup> Revised national income data, with a detailed description of the new series, appear in the National Income Supplement to the July 1947 Survey of Current Business, published by the Department of Commerce.

*Employees' income* (formerly "compensation of employees").—This category of personal income now includes the value of food and personal clothing furnished to members of the armed forces, formerly omitted entirely, and the Government contribution to payments to dependents of members of the armed forces, formerly included in "military and subsistence allowances." The amount paid to doctors under the emergency maternity and infant care program is also included in employees' income; the entire amount paid under this program was formerly included under "military allowances."

This series differs from the sum of the Commerce Department's "wage and salary receipts" and "other labor income" in that it excludes compensation for injuries (workmen's compensation), included here in "social insurance and related payments,"

and work relief earnings of persons who were employed by WPA, NYA, and CCC, included here in the "public aid" segment, and in that it includes the emergency maternity and infant care payments referred to above.

*Proprietors' and rental income.*—This segment, formerly termed "entrepreneurial income, net rents, and royalties," now includes imputed net rents for owner-occupied homes.

*Personal interest income and dividends.*—This segment was formerly termed "dividends and interest."

*Public aid.*—The public aid segment includes payments under the three special public assistance programs, general assistance payments, work relief earnings of persons who were employed by WPA, NYA, and CCC, the value of food stamps under the food stamp plan, and subsistence grants to farmers under the Farm Security Administration program. Included in the new series, but not in the old, are payments for care of children in private foster homes.

Table 1.—Personal income, by specified period, 1940–47

[In billions; seasonally adjusted, at annual rates]

Year and month	Total	Employees' income <sup>1</sup>	Proprietors' and rental income	Personal interest income and dividends	Public aid <sup>2</sup>	Social insurance and related payments <sup>3</sup>	Miscellaneous income payments <sup>4</sup>
1940.....	\$78.3	\$47.6	\$16.3	\$9.4	\$2.7	\$1.7	\$0.6
1941.....	95.3	60.0	20.8	9.9	2.4	1.6	.6
1942.....	122.2	80.2	28.1	9.7	1.7	1.8	.7
1943.....	149.4	104.0	32.1	10.0	1.0	1.6	.7
1944.....	164.9	116.0	34.4	10.7	1.0	1.8	1.0
1945.....	171.6	117.6	37.1	11.6	1.0	2.9	1.4
1946.....	177.2	112.6	41.8	13.3	1.2	7.2	1.2
1946							
June.....	173.2	110.7	39.3	13.2	1.2	7.6	1.2
July.....	179.0	112.3	43.3	13.3	1.2	7.7	1.2
August.....	180.9	114.6	42.9	13.3	1.2	7.5	1.4
September.....	178.5	115.2	39.5	13.3	1.2	7.3	2.0
October.....	184.0	115.6	45.3	13.3	1.3	7.1	1.4
November.....	188.4	117.3	47.6	13.5	1.3	7.3	1.4
December.....	189.9	118.8	47.2	13.7	1.4	7.5	1.3
1947							
January.....	190.3	118.9	46.6	13.9	1.4	8.1	1.4
February.....	190.7	119.3	46.8	14.0	1.4	7.9	1.3
March.....	191.8	119.3	47.7	14.0	1.5	7.9	1.4
April.....	190.2	118.5	46.9	14.0	1.5	7.9	1.4
May.....	191.5	120.0	46.9	14.0	1.5	7.6	1.5
June.....	193.0	120.8	47.3	14.0	1.5	7.5	1.9

<sup>1</sup> Civilian and military pay in cash and in kind in the continental United States and pay of Federal civilian and military personnel stationed abroad, other labor income (except compensation for injuries), mustering-out pay, and terminal-leave pay. Military pay includes the Government's contribution to allowances for dependents of enlisted personnel. Civilian wages and salaries exclude work relief earnings and are after deduction of employee contributions to social insurance and related programs.

<sup>2</sup> Payments to recipients under 3 special public assistance programs and general assistance. Includes earnings of persons employed by WPA, NYA, and CCC, value of food and cotton stamps, subsistence grants to farmers, and payments for care of children in private foster homes.

<sup>3</sup> Includes payments of old-age and survivors insurance, railroad retirement, Federal, State, and local retirement, veterans' pensions and compensation, workmen's compensation, State sickness compensation, State and railroad unemployment insurance, and readjustment and subsistence allowances to veterans under the Servicemen's Readjustment Act.

<sup>4</sup> Includes veterans' bonus (Federal and State), payments under the Government life insurance, national service life insurance, and military and naval insurance programs, the Government's contribution to nonprofit organizations, and business transfer payments.

Source: Department of Commerce, Office of Business Economics.

Table 2.—Selected social insurance and related programs, by specified period, 1940-47

[In thousands; data corrected to Aug. 26, 1947]

Year and month	Total	Retirement, disability, and survivor programs											Unemployment insurance programs				Read-justment allowances to self-employed veterans <sup>14</sup>
		Monthly retirement and disability benefits <sup>1</sup>				Survivor benefits							State sick-ness com-pen-sation laws <sup>11</sup>	State unem-ploy-ment insurance laws <sup>12</sup>	Service-men's Read-just-ment Act <sup>13</sup>	Rail-road Unem-ploy-ment Insurance Act <sup>13</sup>	
						Monthly			Lump-sum <sup>6</sup>								
		Social Security Act <sup>2</sup>	Rail-road Retirement Act <sup>3</sup>	Civil Serv-ice Com-mis-sion <sup>4</sup>	Veter-ans Ad-minis-tration <sup>5</sup>	Social Security Act <sup>2</sup>	Rail-road Retirement Act <sup>3</sup>	Veter-ans Ad-minis-tration <sup>5</sup>	Social Security Act <sup>2</sup>	Rail-road Retirement Act <sup>3</sup>	Civil Service Com-mis-sion <sup>4</sup>	Veter-ans Ad-minis-tration <sup>10</sup>					
Number of beneficiaries																	
1946																	
June.....	841.3	180.6	99.1	2,130.4	660.8	4.5	789.8	16.2	1.7	2.7	5.1	7.4	1,174.1	1,781.5	74.9	261.8	
July.....	861.2	181.6	100.5	2,179.7	666.7	4.5	790.0	15.1	1.7	2.6	4.2	6.6	1,068.7	1,724.3	42.6	326.8	
August.....	881.2	182.5	101.6	2,203.1	672.7	4.5	804.7	15.6	1.7	2.2	5.4	5.8	980.2	1,669.2	49.1	332.5	
September.....	897.2	183.4	102.7	2,237.2	682.0	4.5	817.4	12.9	1.4	1.7	5.3	4.8	838.9	1,492.2	51.8	249.9	
October.....	913.6	184.2	103.9	2,262.6	692.8	4.5	830.1	16.6	1.4	2.1	6.3	4.7	765.3	1,097.5	57.4	191.2	
November.....	926.5	184.6	104.9	2,287.8	700.2	4.5	842.2	13.3	1.2	1.6	5.3	4.4	709.6	932.7	54.9	156.9	
December.....	935.6	185.0	106.5	2,314.4	706.7	4.5	849.4	15.1	.8	1.6	6.0	6.4	747.9	987.9	70.3	155.4	
1947																	
January.....	956.6	185.2	108.2	2,332.2	715.7	4.5	871.3	15.8	.9	2.0	7.0	17.3	892.6	1,148.6	88.2	167.0	
February.....	983.0	185.8	107.6	2,346.2	725.8	11.6	873.1	14.0	1.4	1.2	6.3	21.8	911.3	1,148.9	83.1	172.0	
March.....	1,003.8	186.3	109.0	2,352.9	735.0	22.1	876.9	16.7	.6	1.8	7.3	23.5	975.4	1,073.0	75.6	231.0	
April.....	1,023.7	188.6	110.5	2,356.1	747.9	28.2	878.8	19.9	1.1	1.6	8.0	26.0	929.8	903.3	69.1	223.6	
May.....	1,045.3	191.9	111.6	2,355.6	759.9	32.1	886.8	19.2	.8	1.1	7.9	26.9	940.3	752.2	48.3	248.6	
June.....	1,063.6	194.1	112.0	2,354.3	768.7	37.1	896.8	16.0	1.4	1.8	8.1	25.8	1,006.0	712.9	39.5	257.1	
Amount of benefits <sup>15</sup>																	
1940.....	\$1,188,702	\$21,074	\$114,166	\$62,019	\$317,851	\$7,784	\$1,448	\$105,696	\$11,736	\$2,497	\$5,810	\$3,960	-----	\$518,700	-----	\$15,961	-----
1941.....	1,085,488	55,141	119,912	64,933	320,561	25,454	1,559	111,799	13,328	3,421	6,170	4,352	-----	344,321	-----	14,537	-----
1942.....	1,130,721	80,305	122,806	68,115	325,265	41,702	1,603	111,193	15,038	4,114	6,108	4,120	-----	344,084	-----	6,268	-----
1943.....	921,463	97,257	125,795	72,961	331,350	57,763	1,704	116,133	17,830	5,560	7,344	4,350	\$2,857	79,643	-----	917	-----
1944.....	1,119,684	119,009	129,707	78,081	456,279	76,942	1,765	144,302	22,146	6,591	7,863	4,794	5,035	62,385	\$4,113	582	\$102
1945.....	2,067,434	157,391	137,140	85,742	697,830	104,231	1,772	254,238	26,135	8,138	10,244	5,049	4,699	445,866	114,955	2,359	11,675
1946.....	5,152,223	230,285	149,188	96,418	1,268,984	130,139	1,817	333,640	27,267	9,127	13,992	7,491	4,766	1,095,475	1,491,294	39,917	252,424
1946																	
June.....	453,730	18,129	12,101	7,987	98,554	10,082	144	25,986	2,335	792	1,473	492	533	92,982	150,063	4,414	27,663
July.....	461,203	18,586	12,175	8,020	101,726	10,186	144	26,455	2,187	818	1,477	450	477	88,408	152,648	2,479	34,965
August.....	449,195	19,036	12,241	8,112	103,976	10,290	145	26,324	2,266	854	1,213	797	417	78,047	148,016	3,179	34,281
September.....	419,623	19,389	12,314	8,342	117,547	10,436	145	30,687	1,892	692	987	787	339	63,216	124,082	3,409	25,359
October.....	400,748	19,765	12,375	8,364	124,720	10,609	148	31,066	2,476	745	1,211	928	337	64,433	100,380	3,902	19,292
November.....	368,858	20,048	12,407	8,421	133,700	10,729	145	30,737	1,986	661	1,180	800	316	54,097	74,421	3,618	15,591
December.....	385,208	20,248	12,442	8,568	136,762	10,833	145	29,760	2,266	439	1,071	890	468	59,370	81,964	4,665	15,317
1947																	
January.....	434,613	20,712	12,988	8,592	139,853	10,983	147	32,226	2,387	519	1,416	<sup>10</sup> 1,040	1,297	74,760	106,586	5,685	15,421
February.....	408,057	21,311	13,035	8,794	140,143	11,156	355	31,840	2,119	798	896	<sup>10</sup> 940	1,571	65,910	88,364	4,851	15,975
March.....	424,185	21,785	13,079	8,874	142,166	11,314	663	32,031	2,533	334	1,269	<sup>10</sup> 1,090	1,872	71,545	89,052	4,954	21,624
April.....	415,386	22,238	13,241	8,984	140,691	11,532	840	31,805	3,026	487	1,279	<sup>10</sup> 1,200	2,176	71,569	78,806	4,299	23,213
May.....	403,917	22,743	13,482	8,956	141,962	11,736	951	<sup>10</sup> 34,047	2,940	307	834	<sup>10</sup> 1,180	2,167	72,295	63,722	3,107	23,489
June.....	397,265	23,173	13,632	8,896	<sup>10</sup> 138,993	11,898	1,075	<sup>10</sup> 33,205	2,437	501	1,374	<sup>10</sup> 1,210	2,072	73,559	58,509	2,490	24,241

<sup>1</sup> Old-age retirement benefits under all acts, disability retirement benefits under the Railroad Retirement and the Civil Service Retirement Acts, and disability payments to veterans.

<sup>2</sup> Primary and wife's benefits and benefits to children of primary beneficiaries. Partly estimated.

<sup>3</sup> Age and disability annuitants and pensioners in current-payment status at end of month, and amounts certified, minus cancellations, during year.

<sup>4</sup> Retirement and disability benefits include survivor benefits under joint and survivor elections. Payments principally from civil-service retirement and disability fund but also from Canal Zone and Alaska Railroad retirement and disability funds administered by the Civil Service Commission. Monthly retirement payments include accrued annuities to date of death paid to survivors. Refunds to employees leaving the service are not included; see table 5, p. 42 of this issue.

<sup>5</sup> Veterans' pensions and compensation.

<sup>6</sup> Widow's, widow's current, parent's, and child's benefits. Partly estimated.

<sup>7</sup> Annuities to widows under joint and survivor elections, 12-month death-benefit annuities to widows and next of kin, and, beginning February 1947, widow's, widow's current, parent's, and child's benefits in current-payment status.

<sup>8</sup> Payments to widows, parents, and children of deceased veterans.

<sup>9</sup> Number of decedents on whose account lump-sum payments were made, and amount certified for payment.

<sup>10</sup> Payments for burial of deceased veterans.

<sup>11</sup> Compensation for temporary disability payable in Rhode Island beginning April 1943 and in California beginning December 1946. Number represents average weekly number of beneficiaries. Annual amounts adjusted for voided benefit checks; monthly amounts not adjusted.

<sup>12</sup> Readjustment allowances to unemployed veterans only. Number represents average weekly number of continued claims during weeks ended in the month.

<sup>13</sup> Number represents average number of persons receiving benefits for unemployment in a 14-day registration period. Annual amounts adjusted for underpayments and recoveries of overpayments; monthly figures not adjusted.

<sup>14</sup> Number before January 1947 represents number of veterans paid during month; number beginning January 1947 represents number of claims paid during month under the Servicemen's Readjustment Act.

<sup>15</sup> Payments to individuals: annual and lump-sum payments (amounts certified, including retroactive payments) and monthly payments in current-payment status, under the Social Security and the Railroad Retirement Acts; amounts certified under the Railroad Unemployment Insurance Act; disbursements minus cancellations, under the Civil Service Commission and the Veterans Administration programs; checks issued by State agencies, under State unemployment insurance and State sickness compensation programs and under the Servicemen's Readjustment Act.

<sup>16</sup> Preliminary estimate.

Source: Based on reports of administrative agencies.



**Social insurance and related payments.**—The major items of personal income included in this segment are payments of old-age and survivors insurance, railroad retirement, Federal, State, and local government retirement (including armed forces retirement), veterans' pensions and compensation, workmen's compensation, State sickness compensation, State and railroad unemployment insurance, and readjustment and subsistence allowances under the GI Bill.

**Miscellaneous income payments.**—This is a new segment and includes payments under the Government life insurance, national service life insurance, and military and naval insurance programs, the veterans' bonus, Government contributions to non-profit organizations, and business transfer payments.

The table on income payments, which appears each month in the **BULLETIN**, has been completely revised in this issue to incorporate these changes. In addition the monthly data are now expressed in the form of seasonally adjusted annual rates<sup>2</sup>—seasonally adjusted monthly figures were presented in previous tables—to facilitate comparisons of the level of income during a particular month with annual totals.

### Social Insurance and Related Payments

**Payments in June 1947.**—Disbursements under the selected social insurance and related programs declined for the third successive month and totaled \$397 million in June (table 2). The total was 12½ percent less than that a year earlier, primarily as a result of a 46-percent decline in unemployment insurance benefits and a 12-percent drop in allowances to self-employed veterans.

Monthly retirement benefits under the Social Security Act numbered 1,063,600 in June and were paid at a monthly rate of \$23.2 million. These totals represent a 26-percent increase in the number of beneficiaries and a 28-percent gain in amount of payments as compared with the levels a year earlier. The number of veterans

Table 3.—Payments under social insurance and related programs, 1946<sup>1</sup>

[In thousands; corrected to July 15, 1947]

Program	Total	Retirement payments	Disability payments	Survivor payments		Unemployment insurance payments	Re-funds
				Monthly	Lump-sum		
All programs.....	\$5,994,879	\$718,197	\$1,504,763	\$546,789	\$74,377	\$2,626,685	\$271,644
Old-age and survivors insurance.....	387,691	230,285	-----	130,139	27,267	-----	-----
Railroad retirement.....	160,144	117,800	31,400	1,817	9,127	-----	-----
Federal retirement.....	438,054	160,742	21,983	193	14,492	-----	240,644
Civil-service systems.....	349,004	74,242	21,983	193	13,992	-----	238,594
Other contributory.....	4,050	\$ 1,500	( <sup>3</sup> )	( <sup>4</sup> )	500	-----	2,050
Noncontributory.....	85,000	\$ 85,000	( <sup>5</sup> )	-----	-----	-----	-----
State and local government.....	235,000	152,000	15,000	21,000	16,000	-----	31,000
Veterans' pensions.....	1,610,115	\$ 57,370	1,211,614	333,646	7,491	-----	-----
Workmen's compensation.....	280,000	-----	220,000	\$ 60,000	( <sup>6</sup> )	-----	-----
State sickness compensation.....	4,766	-----	4,766	-----	-----	-----	-----
State unemployment insurance.....	1,095,475	-----	-----	-----	-----	1,095,475	-----
Railroad unemployment insurance.....	39,917	-----	-----	-----	-----	39,917	-----
Service men's readjustment allowances.....	\$ 1,743,717	-----	-----	-----	-----	1,491,294	-----

<sup>1</sup> Data partly estimated; total differs from total in table 2 because some programs included in this table are excluded from that table.

<sup>2</sup> Includes allowances of \$252,424,000 to self-employed veterans.

<sup>3</sup> Retirement payments include a small but unknown amount of disability payments under non-contributory systems and disability and survivor payments under contributory systems.

<sup>4</sup> For fiscal year, which usually ends in June.

<sup>5</sup> Payments to Spanish-American War veterans retired for age.

<sup>6</sup> A small but unknown amount of lump-sum payments included with monthly payments.

<sup>7</sup> Benefits first payable in April 1943 in Rhode Island and in December 1946 in California.

<sup>8</sup> Allowances to unemployed and self-employed veterans under provisions of title V of the Servicemen's Readjustment Act.

receiving pensions and compensation declined slightly for the second successive month. The decrease is attributable primarily to a slight drop in the number of veterans of World War II receiving pensions on account of service-connected disability; the total number in June was one-tenth above that a year earlier, however. Payments to disabled veterans appear to have leveled off; in each of the first 6 months of 1947, these payments have amounted to about \$140 million.

The 763,700 survivors of workers covered by old-age and survivors insurance received monthly benefits totaling \$11.9 million in June, 16 and 18 percent, respectively, above the levels a year earlier. Payments to widows aged 65 and over and to parents of deceased wage earners were nearly one-third more numerous than in June 1946; and payments to children of deceased workers increased 15 percent.

The number of beneficiaries under the State unemployment insurance programs exceeded 1 million a week for the first time since July 1946. Disbursements increased for the fourth successive month but were one-fifth less than in June 1946. Allowances paid to unemployed veterans, on the other hand, stood at the lowest point

since December 1945 and were 61 percent below the amount a year earlier. Allowances paid to self-employed veterans also were below the amount a year earlier, though they have been rising slowly since January.

**Payments in 1946.**—Nearly \$6 billion was disbursed in 1946 under social insurance and related programs (table 3). Veterans and their survivors received almost \$3.4 billion—56 percent of the total expended. The amount paid under the veterans' programs was about equally divided between pensions and compensation and readjustment allowances; about 90 percent of this amount went to living veterans and the remainder to survivors of veterans. State unemployment insurance benefits accounted for 18 percent of the \$6 billion expended in 1946, and retirement and survivor payments under old-age and survivors insurance, 6.5 percent.

Among the risks covered by the programs in 1946, unemployment was responsible for the largest share (44 percent) of total disbursements; of this total, allowances to unemployed veterans accounted for 25 percent, payments under the State unemployment insurance programs for 18 percent, and unemployment benefits to railroad workers for less than 1 percent.

<sup>2</sup> Monthly figures may be computed by dividing the annual rate for a month by 12.

About one-fourth of the \$6 billion expended in 1946 was paid under the programs for permanent and temporary disability. Veterans received 80 percent of the disability payments, and all but 5 percent of the remainder was paid under the workmen's compensation programs as a result of work-connected injuries.

Retirement benefits accounted for 12 percent of the total paid under social insurance and related programs. Nearly one-third of the retirement payments were made under

old-age and survivors insurance, slightly more than one-fifth under the programs for Federal civilian and military personnel, and another one-fifth under State and local government retirement systems.

Survivor benefits (including lump-sum death payments) represented about 10 percent of total disbursements. More than half of these benefits were paid by the Veterans Administration to survivors of veterans.

Eighty-eight percent of the refunds

Table 4.—Estimated pay rolls in employment covered by selected programs<sup>1</sup> in relation to civilian wages and salaries, by specified period, 1938-47

[Data corrected to Aug. 1, 1947]

Period	Wages and salaries <sup>2</sup>		Pay rolls covered by—		
	Total	Civilian <sup>3</sup>	Old-age and survivors insurance <sup>4</sup>	State unemployment insurance <sup>5</sup>	Railroad retirement and unemployment insurance <sup>6</sup>
Amount (in millions)					
Calendar year:					
1938.....	\$42,812	\$42,442	\$29,026	\$26,200	\$2,028
1939.....	45,745	45,347	32,222	29,069	2,161
1940.....	49,587	48,996	35,668	32,450	2,273
1941.....	61,708	59,846	45,463	42,146	2,687
1942.....	81,681	75,396	58,219	54,796	3,382
1943.....	105,328	90,850	69,653	66,117	4,085
1944.....	117,137	96,355	73,349	69,130	4,507
1945.....	117,537	95,099	71,560	66,643	4,514
1946.....	111,143	103,133	79,420	72,269	4,860
1946					
January-March.....	25,668	22,697	17,414	15,888	1,140
April-June.....	26,911	24,947	19,003	17,393	1,206
July-September.....	28,135	26,470	20,363	18,488	1,267
October-December.....	30,429	29,019	22,640	20,500	1,253
1947					
January-March.....	28,793	27,633	21,600	19,850	1,206
Percent of civilian wages and salaries					
Calendar year:					
1938.....	100.0	68.4	61.7	4.8	
1939.....	100.0	71.1	64.1	4.8	
1940.....	100.0	72.8	66.2	4.6	
1941.....	100.0	76.0	70.4	4.5	
1942.....	100.0	77.2	72.7	4.5	
1943.....	100.0	76.7	72.8	4.5	
1944.....	100.0	76.1	71.8	4.7	
1945.....	100.0	75.2	70.1	4.7	
1946.....	100.0	77.0	70.1	4.7	
1946					
January-March.....	100.0	76.7	70.0	5.0	
April-June.....	100.0	76.2	69.7	4.8	
July-September.....	100.0	76.9	69.8	4.8	
October-December.....	100.0	78.0	70.6	4.3	
1947					
January-March.....	100.0	78.2	71.8	4.4	

<sup>1</sup> Includes data for Alaska and Hawaii. Pay rolls covered by State unemployment insurance programs in these 2 Territories have ranged from \$18 million to \$78 million a quarter.

<sup>2</sup> Total represents estimated wages and salaries paid in cash and in kind in continental United States and, in addition, pay of Federal civilian and military personnel in all other areas; civilian wages and salaries include employee contributions to social insurance and related programs.

<sup>3</sup> Quarterly data have been adjusted to correct for distribution of bonus payments.

<sup>4</sup> Taxable wages plus estimated nontaxable wages

in excess of \$3,000 earned in employment covered by program.

<sup>5</sup> Taxable wages plus nontaxable wages earned in employment covered by program; excludes earnings of railroad workers covered by State laws through June 1939. Data for 1946 and 1947 preliminary.

<sup>6</sup> Taxable wages plus nontaxable wages in excess of \$300 a month. Data for 1946 and 1947 preliminary.

Source: Data on wages and salaries from the Office of Business Economics, Department of Commerce; data on pay rolls for selected programs based on reports of administrative agencies.

Table 5.—Number and amount of civil-service refunds, by specified period, 1940-47<sup>1</sup>

[In thousands]

Period	Refunds	
	Number	Amount
Calendar year:		
1940.....	17.8	\$3,277
1941.....	32.4	4,616
1942.....	67.3	6,357
1943.....	204.3	10,809
1944.....	704.2	42,156
1945 <sup>2</sup> .....	858.1	80,992
1946 <sup>3</sup> .....	1,599.5	238,594
January-June <sup>3</sup> .....	1,052.8	140,423
July-December.....	546.7	98,171
1947:		
January-June.....	398.3	81,130
January.....	58.2	14,577
February.....	66.2	13,170
March.....	68.5	13,448
April.....	82.6	15,268
May.....	62.5	12,341
June.....	60.2	12,326

<sup>1</sup> Refunds principally from civil-service retirement and disability fund but also from Canal Zone and Alaska Railroad retirement and disability funds administered by the Civil Service Commission.

<sup>2</sup> Excludes War Department refunds for July-December; see footnote 3.

<sup>3</sup> Includes \$13,926,000 refunded during the fiscal year ended June 30, 1946, to 183,500 civilian employees of the War Department; monthly data not available.

Source: Civil Service Commission.

of employees' contributions were made by the Civil Service Commission to workers who were formerly covered by the Federal civil-service, Alaska Railroad, or Canal Zone retirement system and who had left the service.

### Estimated Pay Rolls in Covered Employment, First Quarter, 1947

Revised data on wages and salaries have recently been made available by the Department of Commerce and are shown in the BULLETIN for the first time in this issue (table 4). This table differs in a few other respects from those in previous issues of the BULLETIN. Separation of total pay-roll data into military pay rolls and civilian wages and salaries was not possible during the war for reasons of national security; beginning with this issue, civilian wages and salaries are shown separately and are used as a base for the percentage of pay rolls covered by old-age and survivors insurance, State unemployment insurance, and the railroad retirement and unemployment insurance programs. Also, data on pay rolls covered by the Railroad Retirement and Railroad Unemployment Insurance Acts are

listed only once, since coverage under the two programs is identical.

Total wages and salaries in 1946 fell 5 percent below the record level of the preceding year. Civilian wages and salaries increased 8 percent, while military pay dropped from a high of \$22.4 billion in 1945 to \$8 billion in 1946; in the first quarter of 1947, they stood at about \$1.2 billion.

Civilian wage and salary payments quickly recovered after an immediate postwar decline; in the first quarter of 1947 these payments totaled \$27.6 billion and were one-fifth higher than in the corresponding quarter a year earlier. There was the usual seasonal drop in first-quarter wages from the level of the preceding 3 months.

Pay rolls covered by old-age and survivors insurance—\$21.6 billion in the first quarter—were 24 percent above those a year earlier. Increasing at a more rapid rate than did civilian wages as a whole, covered wages represented 78.2 percent of civilian

wages and salaries in the first quarter of 1947 and 76.7 percent of the January–March 1946 total.

Nearly 92 percent (\$19.8 billion) of the wages covered by the Federal old-age and survivors insurance program were also covered by the State unemployment insurance systems. This amount represented slightly more than 72 percent of all civilian wage and salary payments in the first quarter of 1947; a year earlier the State programs covered about 70 percent of the total. Experience in the prewar years indicated that roughly 10 percent of the wages covered by old-age and survivors insurance were not covered by State unemployment insurance laws.

Pay rolls covered by the Railroad Retirement and Railroad Unemployment Insurance Acts during the first quarter totaled \$1.2 billion—6 percent more than those a year earlier. As compared with levels in the earlier year, railroad earnings increased at

a less rapid rate than did all civilian wages and salaries and consequently formed a smaller proportion—4.4 percent—of the total than in the first quarter of 1946, when they represented 5 percent of the total.

### Civil-Service Refunds

In the fiscal year 1946–47 the number of civil-service refunds fell one-third below that in the preceding fiscal year, while payments registered a 3-percent decline (table 5). During the first half of 1947, refunds of employees' contributions numbered 398,300—27 percent less than in the preceding 6 months; the \$81 million disbursed was 17 percent below the amount in the earlier period.

### Financial Operations, Fiscal Year 1946–47

Reflecting the high levels of employment and wages, both Federal insurance contributions and Federal unemployment taxes during the fiscal year ended June 30, 1947, were the highest for any fiscal year since the beginning of the program. The Treasury Department reported collection of Federal insurance contributions of \$1.5 billion, 18 percent more than in the preceding fiscal year (table 9). In the last quarter (April–June), collections were almost one-fourth more than in the corresponding months of 1946. Federal unemployment taxes of \$185 million during the year were only slightly more than in fiscal year 1945–46.

### Old-Age and Survivors Insurance Trust Fund

The receipts of the old-age and survivors insurance trust fund in June amounted to \$108 million, of which \$100 million represented interest earned on investments and \$8 million the appropriation of Federal insurance contributions. While receipts were slightly less, benefit checks of \$39 million cashed by the Treasury were more than in June a year ago (table 10). The \$65 million excess of receipts over expenditures during the month raised the fund's

Table 6.—Federal appropriations and expenditures under Social Security Administration programs, by specified period, 1945–47<sup>1</sup>

[In thousands]

Item	Fiscal year 1945–46		Fiscal year 1946–47	
	Appropriations <sup>2</sup>	Expenditures through June <sup>3</sup>	Appropriations <sup>2</sup>	Expenditures through June <sup>3</sup>
Total.....	\$908,828	\$895,979	\$1,161,506	\$1,211,046
Administrative expenses.....	31,833	39,211	38,733	50,428
Federal Security Agency, Social Security Administration <sup>4</sup> .....	31,088	30,144	38,583	38,679
Department of Commerce, Bureau of the Census.....	145	118	150	255
Department of the Treasury <sup>5</sup> .....	(0)	8,949	(0)	11,494
Grants to States.....	556,485	536,278	715,773	735,035
Unemployment insurance administration.....	758,121	55,586	58,109	50,820
Old-age assistance.....		361,216		515,707
Aid to the blind.....	441,000	10,312	619,000	14,940
Aid to dependent children.....		59,330		113,404
Maternal and child health services.....	5,820	6,293	0 11,000	10,699
Services for crippled children.....	3,870	4,186	0 7,500	7,496
Child welfare services.....	1,510	1,285	0 3,500	2,016
Emergency maternity and infant care.....	46,164	38,050		16,664
Benefit payments, old-age and survivors insurance.....	* 320,510	* 320,510	* 425,582	* 425,582

<sup>1</sup> Transfer of the Children's Bureau to the Federal Security Agency became effective on July 16, 1946; 1945–46 data for programs administered by the Children's Bureau (maternal and child health services, services for crippled children, child welfare services, and emergency maternity and infant care) included to permit comparison between figures for 2 years.

<sup>2</sup> Excludes unexpended balance of appropriations for preceding fiscal year.

<sup>3</sup> Includes expenditures from unexpended balance of appropriations for preceding fiscal year.

<sup>4</sup> Represents appropriations and expenditures for salaries and allotments and expenditures from the Federal Security Agency and Department of Labor appropriations for printing and binding, penalty mail, and traveling expenses.

<sup>5</sup> Amounts expended by the Treasury in admin-

istering title II of the Social Security Act and the Federal Insurance Contributions Act, reimbursed from old-age and survivors insurance trust fund to general fund of the Treasury.

<sup>6</sup> Not available because not separated from appropriations for other purposes.

<sup>7</sup> Includes \$1,078,565 transferred from the Department of Labor as reimbursement for expenditures for employment office facilities and services.

<sup>8</sup> Maximum grants authorized by Social Security Act Amendments of 1946; actual appropriations were \$12,705,000, \$8,467,500, and \$4,127,500.

<sup>9</sup> Actual payments from old-age and survivors insurance trust fund.

Source: Federal appropriation acts and 1946–47 budget (appropriations); *Daily Statement of the U. S. Treasury* and reports from administrative agencies (expenditures).

assets to \$8.8 billion at the end of the month.

Considerable investment activity took place as usual in June. Government securities totaling \$5.9 billion held by the fund matured at the end of the month. They consisted of \$3.4 billion of 1½-percent special certificates of indebtedness, \$1.1 billion of 2-percent special certificates, and \$1.4 billion of special Treasury notes at interest rates ranging from 1½ percent to 2¼ percent. In their place the fund acquired \$6.0 billion of 2-percent special certificates of indebtedness maturing June 30, 1948. Other Government securities in the fund's portfolio at the end of the month were \$1.6 billion of 2½-percent long-term regular Treasury bonds

Table 8.—Social security trust fund investments and interest-bearing public debt, as of June 30, 1947

Item	Investments as of June 30, 1946		Net acquisitions, fiscal year 1946-47 (in millions)	Investments as of June 30, 1947	
	Amount (in millions)	Average interest rate (percent)		Amount (in millions)	Average interest rate (percent)
Total interest-bearing public debt.....	\$268,111	1.996	—\$12,998	\$255,113	2.107
Securities acquired by social security trust funds:					
Old-age and survivors insurance trust fund.	7,549	2.049	+1,194	8,742	2.078
Unemployment trust fund.....	7,409	1.935	+443	7,852	2.045
All other interest-bearing securities.....	253,153	-----	—14,635	238,519	-----

Source: Daily Statement of the U. S. Treasury.

and \$1.1 billion of 1½-percent special Treasury notes maturing June 30, 1948.

These investment transactions

Table 7.—Contributions and taxes under selected social insurance and related programs, by specified period, 1936-47

Period	Retirement, disability, and survivors insurance			Unemployment insurance		
	Federal insurance contributions <sup>1</sup>	Federal civil-service contributions <sup>2</sup>	Taxes on carriers and their employees	State unemployment contributions <sup>3</sup>	Federal unemployment taxes <sup>4</sup>	Railroad unemployment insurance contributions
Cumulative through June 1947..	\$9,860,225	\$3,011,072	\$2,111,219	\$10,442,316	\$1,420,873	\$829,164
Fiscal year:						
1936-37.....	194,346	35,604	345	(0)	\$ 57,751	-----
1937-38.....	514,406	111,847	150,132	(0)	\$ 90,104	-----
1938-39.....	530,358	115,290	109,257	803,007	100,869	-----
1939-40.....	604,664	131,822	120,967	853,955	107,523	49,167
1940-41.....	690,555	148,687	136,942	888,450	97,677	68,162
1941-42.....	865,619	190,498	170,012	1,093,901	119,944	84,738
1942-43.....	1,130,495	335,158	208,795	1,217,737	158,361	102,710
1943-44.....	1,292,122	445,951	267,065	1,353,272	179,909	121,518
1944-45.....	1,309,919	486,719	285,038	1,251,958	184,544	131,993
1945-46.....	1,238,218	528,049	282,610	1,069,091	179,930	129,126
1946-47.....	1,456,492	481,448	380,057	1,001,594	184,823	141,750
1946						
June.....	6,634	22,872	65,240	5,828	1,440	30,622
July.....	62,317	244,223	2,257	95,266	2,245	65
August.....	284,345	23,617	7,617	154,956	9,998	786
September.....	8,339	20,234	75,540	5,510	1,145	35,164
October.....	69,952	16,410	2,137	92,214	2,213	138
November.....	276,193	23,754	4,720	110,690	9,325	1,159
December.....	7,185	23,028	77,772	10,097	789	34,776
1947						
January.....	42,263	21,551	1,499	91,516	14,399	29
February.....	266,183	21,218	4,927	125,902	115,847	1,137
March.....	25,377	20,653	76,784	6,286	12,044	34,175
April.....	69,005	23,936	2,608	110,021	3,548	351
May.....	340,382	19,761	12,185	191,462	11,924	1,481
June.....	7,950	23,064	112,011	7,584	1,347	32,487

<sup>1</sup> Represents contributions of employees and employers in employments covered by old-age and survivors insurance.

<sup>2</sup> Represents employee and Government contributions to the civil-service, Canal Zone, and Alaska Railroad retirement and disability funds; in recent years Government contributions are made in July for the entire fiscal year.

<sup>3</sup> Represents deposits in State clearing accounts of contributions plus penalties and interest collected from employers and, through April 1946, contributions from employees in 4 States; employee contributions beginning May 21, 1946, in California and beginning July 1, 1946, in Rhode Island are deposited in the respective State sickness insurance funds. Data reported by State agencies; corrected to July 1947.

<sup>4</sup> Represents taxes paid by employers under the Federal Unemployment Tax Act.

<sup>5</sup> Includes \$40,561,886 collected in fiscal years 1936-37 and 1937-38 and subsequently refunded to States which did not collect taxes on 1936 pay rolls and in which employers paid full tax to the Federal Government.

<sup>6</sup> Not available by separate years but included in total.

<sup>7</sup> Represents July contributions of \$21.5 million from employers, and contributions for fiscal year 1946-47 of \$221.5 million from the Federal Government and of \$1.2 million from the District of Columbia for certain District Government employees.

Source: Daily Statement of the U. S. Treasury, unless otherwise noted.

changed considerably the composition of the fund's holdings. The changes were for the most part a continuation of trends evident in immediately preceding years. At the beginning of the fiscal year the special certificates represented 45 percent of all investments and were almost 70 percent by the end of the year. On the other hand, the proportion of 2½-percent bonds declined from 22 percent to 19 percent during the same period, and the ratio of special 1½-percent Treasury notes dropped from 18 to 13 percent.

That portion of the fund's receipts not needed for immediate benefit payments is invested in Government securities, and during 1946-47 investments were made in the last month of each quarter. In October 1946 there was a small redemption. The total amount of new securities acquired was \$1.2 billion and consisted wholly of 2-percent special certificates.

The old-age and survivors insurance trust fund's receipts for the year exceeded disbursements by approximately \$1.2 billion. Receipts totaled more than \$1.6 billion, consisting of \$1.5 billion of appropriations and \$163 million in interest on investments. Disbursements comprised \$426 million for benefits and \$41 million for administrative expenses. Comparison with income and outgo in the preceding fiscal year discloses that, while receipts in 1946-47 were 17 percent higher, expenditures increased 30 percent. Benefit checks cashed increased by a larger dollar amount in 1946-47 than in any other year to date. Checks cashed by the Treasury each month increased fairly steadily,



from \$33 million in July 1946 to \$39 million in June 1947.

### Unemployment Trust Fund

Following the usual seasonal pattern, June deposits of \$18 million by the States to their accounts in the unemployment trust fund were far below their withdrawals of \$77 million for benefit payments (table 11). However, the State accounts were credited with \$63 million of interest during the month, and the account balances increased by \$4 million to \$7.0 billion. The railroad unemployment insurance account also increased, by \$34 million, and the fund's total assets, which equal the sum of the balances in the 51 State accounts and the railroad account, rose to \$7.9 billion by June 30.

On June 10 and 16, the fund bought \$15 million of 2-percent special certificates, maturing at the end of the month. On June 25, \$50 million of 1½-percent special certificates was redeemed to meet State withdrawals. At the end of the month, when the fund's holdings of \$7,059 million in 1½-percent and 2-percent special certificates matured, it acquired \$7,142 million of 2-percent special certificates maturing June 30, 1948. In addition to the special certificates, the fund also held \$710 million of 2½-percent long-term Treasury bonds. Thus the special certificates represented 91 percent of all fund investments, approximately the same percentage as at the beginning of the fiscal year. The average rate of interest on the fund investments was 2.045 percent at the end of the month, as compared with 1.935 percent on June 30, 1946.

The financial operations of the fund in the last quarter of the fiscal year differed markedly from those in April-June 1946. The States deposited considerably more in their accounts and withdrew considerably less for benefit payments.

For the fiscal year as a whole, financial operations resulted in a rise of \$420 million in the fund's assets, as compared with a \$134 million increase in 1945-46. Receipts were approximately the same in both years, but withdrawals were considerably greater in 1945-46, when the States drew out

more than \$1.1 billion for unemployment benefits. In 1946-47, the States made deposits of \$1.0 billion and withdrew \$0.8 billion for benefits. In addition, their accounts were credited with \$131 million of interest earned on the fund's investments in Government securities. The Railroad Retirement Board deposited \$128 million in the railroad workers' account, which earned interest of \$15 million; disbursements for railroad unemployment insurance amounted to \$52 million. The excess of receipts over expenditures during the year made possible the acquisition of the net amount of \$443 million of additional securities, raising the fund's total investments to \$7.9 billion.

### Investments and the Public Debt

As the holdings of special certificates of indebtedness increase in each fund, the interest rate on the funds' investments becomes more dependent

on the average interest rate of the interest-bearing public debt of the United States. The law for interest rates on special obligations specifies that they "shall bear interest at a rate equal to the average rate of interest . . . borne by all interest-bearing obligations of the United States . . . except that where such average rate is not a multiple of one-eighth of 1 percent, the rate of interest of such special obligations shall be the multiple of one-eighth of 1 percent next lower than such average rate." Thus, on June 30, 1947, when the interest rate on the public debt was 2.107 percent, the average interest rate on the old-age and survivors insurance trust fund's investments was 2.078 percent and that on the unemployment trust fund's investments, 2.045 percent. Of the total \$255.1 billion interest-bearing public debt outstanding on June 30, the two funds together held \$16.6 billion, or 6.5 percent.

Table 9.—Cash income and outgo:<sup>1</sup> Total Federal and Social Security Administration programs, fiscal years 1945-47, and by quarter, July 1946-June 1947

[In millions]

Classification	1945-46	1946-47				
		Total	July-September	October-December	January-March	April-June
Cash income.....	\$48,103	\$47,208	\$10,417	\$9,952	\$15,084	\$11,755
Social security.....	2,428	2,649	624	579	702	744
Federal insurance contributions.....	1,238	1,459	355	353	334	417
Federal unemployment taxes.....	180	185	13	12	142	17
Deposits in unemployment trust fund <sup>2</sup> .....	1,010	1,005	256	213	226	310
Other.....	45,675	44,559	9,793	9,373	14,382	11,011
Cash outgo.....	65,921	39,871	8,838	8,769	9,869	12,395
Social security <sup>3</sup> .....	2,024	2,029	522	457	493	552
Social Security Administration.....	565	774	194	185	176	218
Administrative expenses <sup>4</sup> .....	29	39	9	10	9	10
Grants to States.....	536	735	185	175	166	209
Unemployment insurance administration.....	56	60	17	14	18	10
Old-age assistance.....	361	516	130	123	112	150
Aid to the blind.....	10	15	4	3	3	4
Aid to dependent children.....	59	113	26	29	24	35
Maternal and child welfare <sup>5</sup> .....	50	31	7	6	8	10
State withdrawals from unemployment trust fund.....	1,129	818	224	169	210	214
Old-age and survivors insurance benefit payments.....	321	426	101	101	107	116
Administrative expenses, Department of the Treasury <sup>6</sup> .....	9	11	2	2	4	3
Other.....	63,897	37,842	8,316	8,311	9,376	11,843

<sup>1</sup> Cash income and outgo represent flow of cash, exclusive of borrowed cash, into and out of the Treasury. Data include expenditures from trust funds, exclude transactions between Government agencies (i. e., transfers to trust accounts from general funds, investment of funds in special issues, repayment of sums borrowed) and other transactions, such as issuance or redemption of public-debt obligations other than redemptions of adjusted-service bonds.

<sup>2</sup> Deposits by States of contributions collected under State unemployment insurance laws.

<sup>3</sup> Federal expenditures administered chiefly by the Social Security Administration. Includes administrative expenses of the Bureau of the Census

in connection with searching census records for old-age and survivors insurance; these expenses amounted to less than \$250,000 during the fiscal year 1946-47.

<sup>4</sup> Data for 1945-46 for Children's Bureau included to permit comparison between figures for the 2 years.

<sup>5</sup> Maternal and child health services, services for crippled children, child welfare services, and emergency maternity and infant care.

<sup>6</sup> In connection with old-age and survivors insurance.

Source: Total Federal cash income and outgo from *Bulletin of the Treasury Department*; other data from *Daily Statement of the U. S. Treasury*.

Table 10.—Status of the old-age and survivors insurance trust fund, by specified period, 1937-47

(In thousands)

Period	Receipts		Expenditures		Assets			
	Transfers and appropriations to trust fund <sup>1</sup>	Interest received	Benefit payments	Administrative expenses	Net total of U. S. Government securities acquired <sup>2</sup>	Cash with disbursing officer at end of period	Credit of fund account at end of period	Total assets at end of period
Cumulative, January 1937-June 1947.....	\$9,719,007	\$839,744	\$1,529,578	\$231,158	\$8,742,334	\$48,376	\$7,305	\$8,798,015
Fiscal year:								
1936-37.....	265,000	2,262	27	-----	267,100	73	62	267,235
1937-38.....	387,000	15,412	5,404	-----	395,200	1,931	113,012	777,243
1938-39.....	503,000	26,951	13,892	-----	514,900	3,036	66	1,180,302
1939-40.....	550,000	42,489	15,905	12,288	560,900	6,098	500	1,744,698
1940-41.....	688,141	55,958	64,342	26,840	642,600	10,778	6,238	2,397,015
1941-42.....	895,619	71,007	110,281	26,766	821,034	20,384	5,176	3,227,194
1942-43.....	1,130,495	87,403	149,304	27,492	1,035,200	24,495	6,966	4,268,296
1943-44.....	1,292,122	103,177	184,597	32,607	1,172,036	21,384	16,136	5,446,391
1944-45.....	1,309,919	123,854	239,834	26,950	1,137,411	35,092	32,007	6,613,381
1945-46.....	1,238,218	147,766	320,510	37,427	1,002,453	49,167	43,527	7,641,428
1946-47.....	1,459,492	163,466	423,582	40,788	1,193,600	48,376	7,305	8,798,015
1946								
June.....	6,634	106,415	31,212	3,853	329,310	49,167	43,527	7,641,428
July.....	62,317	-----	33,333	995	-----	56,133	64,543	7,699,416
August.....	284,345	-----	34,553	3,680	-----	62,828	313,966	7,915,528
September.....	8,339	9,242	33,407	2,890	290,000	56,622	1,456	7,896,817
October.....	69,952	60	33,832	3,679	-10,000	46,303	54,273	7,929,312
November.....	276,193	-----	33,529	3,268	-----	44,652	295,320	8,168,700
December.....	7,185	11,238	33,587	3,741	250,000	51,845	19,222	8,149,801
1947								
January.....	42,263	33,665	34,164	4,019	-----	52,393	56,420	8,187,547
February.....	266,183	-----	35,574	3,905	-----	61,597	283,920	8,414,252
March.....	25,377	9,242	37,138	3,927	240,000	48,306	40,766	8,407,806
April.....	69,005	-----	38,817	3,767	-----	46,880	68,612	8,434,226
May.....	340,382	-----	38,651	3,327	-----	53,322	360,574	8,732,630
June.....	7,950	100,020	38,995	3,590	423,600	48,376	7,305	8,798,015

<sup>1</sup> Beginning July 1940, trust fund appropriations equal taxes collected under the Federal Insurance Contributions Act.<sup>2</sup> Includes accrued interest; minus figures represent net total of securities redeemed.

Source: Daily Statement of the U. S. Treasury.

Table 11.—Status of the unemployment trust fund, by specified period, 1936-47

(In thousands)

Period	Total assets at end of period	Net total of U. S. Government securities acquired <sup>1</sup>	Unexpended balances at end of period	State accounts				Railroad unemployment insurance account			
				Deposits	Interest credited	Withdrawals <sup>2</sup>	Balance at end of period	Deposits	Interest credited	Benefit payments	Balance at end of period <sup>3</sup>
Cumulative, January 1936-June 1947.....	\$7,869,044	\$7,852,000	\$17,044	\$10,555,527	\$729,274	\$4,275,309	\$7,009,547	\$746,262	\$62,738	\$113,472	\$859,498
Fiscal year:											
1936-37.....	312,389	293,386	94	201,703	2,737	1,000	312,389	-----	-----	-----	-----
1937-38.....	884,247	559,705	12,247	747,660	15,172	190,975	884,247	-----	-----	-----	-----
1938-39.....	1,280,539	395,000	13,539	811,251	26,837	441,795	1,280,539	-----	-----	-----	-----
1939-40.....	1,724,862	443,000	14,862	859,894	37,524	484,764	1,693,163	44,249	202	14,552	31,699
1940-41.....	2,283,658	563,000	10,658	892,023	45,893	537,343	2,093,736	61,347	3,059	17,784	189,921
1941-42.....	3,150,108	866,000	11,103	1,095,991	61,998	368,070	2,883,654	76,266	5,424	9,072	266,448
1942-43.....	4,372,460	1,228,000	5,460	1,217,686	75,563	174,334	4,002,570	92,441	6,861	1,834	369,890
1943-44.....	5,878,778	1,503,000	8,778	1,349,307	88,526	60,000	5,380,403	109,375	8,001	591	498,375
1944-45.....	7,315,258	1,437,173	8,084	1,256,003	113,140	70,492	6,679,054	118,794	10,502	785	636,204
1945-46.....	7,449,120	101,827	40,120	1,009,909	130,373	1,128,720	6,690,672	116,214	13,220	17,197	758,448
1946-47.....	7,869,044	443,000	17,044	1,005,273	131,419	817,817	7,009,547	127,576	15,469	51,657	859,498
1946											
June.....	7,449,120	25,816	40,120	9,930	60,816	90,966	6,690,672	27,559	6,374	4,094	758,448
July.....	7,409,916	-50,000	50,916	40,043	25	83,915	6,640,825	58	3	1,744	763,091
August.....	7,535,267	135,000	41,267	207,952	-----	80,418	6,774,359	740	-----	2,924	760,907
September.....	7,515,467	-5,000	26,467	8,377	3,434	59,870	6,726,301	31,616	375	3,733	789,166
October.....	7,491,752	-25,000	27,752	42,045	161	62,357	6,706,150	124	18	3,794	785,602
November.....	7,591,949	100,000	27,949	154,350	-----	51,620	6,808,880	1,042	-----	3,576	783,069
December.....	7,585,255	-----	21,255	16,824	4,603	55,367	6,774,940	31,299	522	4,597	810,315
1947											
January.....	7,609,624	15,000	30,624	37,189	56,708	70,436	6,798,401	28	6,597	5,756	811,223
February.....	7,714,173	100,000	35,173	173,982	-----	65,416	6,906,967	1,022	-----	5,132	807,206
March.....	7,683,489	-25,000	29,489	14,964	3,449	74,950	6,850,429	39,758	401	5,342	833,060
April.....	7,650,124	-25,000	21,124	42,575	212	71,141	6,822,075	317	25	5,353	828,049
May.....	7,831,181	175,000	27,181	249,282	-----	65,811	7,005,546	1,332	-----	3,803	825,635
June.....	7,869,044	48,000	17,044	17,690	62,827	76,516	7,009,547	29,239	7,528	2,904	859,498

<sup>1</sup> Includes accrued interest; minus figures represent net total of securities redeemed.<sup>2</sup> Includes transfers from railroad unemployment insurance administration fund amounting to \$56,864,000.<sup>3</sup> Includes transfers from State accounts to railroad unemployment insurance account amounting to \$107,161,000.<sup>4</sup> Includes withdrawals by California of \$200,000 for disability insurance benefits.

Source: Daily Statement of the U. S. Treasury.

## Number of Persons in Covered and Noncovered Employment in 1945 and 1946\*

The Social Security Administration, in connection with its responsibility for program planning, particularly on extension of coverage, has a continuing need for statistical data on the noncovered groups in the labor force. Statistics for employment in covered industries on several different bases—for a month, a quarter, or a year—are available from regular quarterly reports from employers. Only monthly data are regularly available for the noncovered groups of workers; data for employment in an average week during July–December 1945 and January–June 1946, based on the *Monthly Report of the Labor Force* of the Census Bureau, were published in the *BULLETIN* for November 1946.

To provide a measure of the total number of workers who were employed at any time during the year, separately for covered and noncovered groups, the Bureau of Old-Age and Survivors Insurance has recently prepared estimates based on data from various sources. The calendar-year figures provide a realistic measure of the total number of workers who would be affected at some time during the year by the taxing and coverage provisions of the Social Security Act. If coverage were extended to a specified noncovered industry, for example, all the workers employed in that industry would receive either additional wage credits or their first wage credits. Earnings of those who had been employed only in the specified noncovered group and had had no previous covered employment would be taxable for the first time. Figures on employment at some time during the year are therefore essential in estimating potential tax yield and costs of extended coverage.

The estimates show that about 71 million persons were employed for pay in the United States (including workers in Alaska and Hawaii covered under old-age and survivors insurance)

\*Prepared by Analysis Division, Bureau of Old-Age and Survivors Insurance.

at some time during the year 1945 and 75 million in 1946. The Census Bureau MRLF indicates that an average of about 55 million were employed in a week in 1946. It is apparent that many workers shift in and out of paid employment in the course of a year.

About 65 percent of all the 70-odd million workers in 1945 and in 1946 received some wages in covered employment. About 10 percent of this group also earned pay in noncovered employment. In order of size, as measured by employees, the group of agricultural workers was first, government workers next, and the self-employed in nonagricultural industry third.

### Sources and Methods<sup>1</sup>

Estimates of employment at some time during 1945 or 1946 were derived by a variety of methods, utilizing basic data from a number of Government agencies. Before these estimates were compiled, certain governmental agencies prepared data of the required type in relation to specified industrial groups. The Bureau of Old-Age and Survivors Insurance, for example, prepared estimates regularly on covered employment. The Bureau of Agricultural Economics estimated from Census data the number of hired workers in agriculture at some time during 1945. The Railroad Retirement Board supplied estimates of railroad employment for both 1945 and 1946. The Civil Service Commission had data on personnel employed in the Federal Government as of the first of the year and the number of accessions during the year, and from these data it was possible to estimate with considerable accuracy the number of different workers employed during the year by the Federal Government. The employment figures for the remaining groups (self-employment, nonprofit, domestic service, and others) were estimated by applying turn-over rates to monthly data, derived largely from the Census Bureau MRLF.

<sup>1</sup> A detailed description of the methods of estimation, assumptions, and sources is available upon request from the Bureau of Old-Age and Survivors Insurance, Equitable Building, Baltimore 2, Md.

Table 12.—Estimated number of persons<sup>2</sup> employed at some time during year in employment covered by old-age and survivors insurance and in noncovered employment, 1945 and 1946

[In thousands; corrected to June 10, 1947]

Type of employment	1945	1946
Total, all paid civilian employment <sup>1</sup> .....	71,000	75,000
Covered by old-age and survivors insurance <sup>1</sup> .....	46,392	49,500
Not covered by old-age and survivors insurance.....	29,500	30,000
Railroads and other carriers covered by railroad retirement program.....	3,050	2,900
Agriculture.....	9,500	9,300
Hired workers.....	4,100	3,500
Farm operators <sup>3</sup> .....	6,000	6,300
Self-employed nonagriculture.....	6,000	7,200
Government.....	8,200	7,800
Federal.....	4,400	3,700
State and local.....	4,000	4,300
Nonprofit.....	850	950
Religious, charitable, membership.....	220	220
Medical and health services.....	430	520
Educational.....	240	280
Other.....	3,200	2,950
Domestic service.....	3,000	2,700
Banking.....	180	210
Forestry and fishing.....	60	50

<sup>1</sup> Components do not add to totals because persons are counted in more than 1 classification if they worked in more than 1 type of employment. Excludes unpaid family workers.

<sup>2</sup> Includes Alaska and Hawaii; all other data for noncovered groups refer to the continental United States only.

<sup>3</sup> Includes share croppers.

The methods used in making these estimates have been reviewed by employment statisticians throughout the Government, and their comments have been taken into consideration. While the estimates are subject to error because of sampling variations, incomplete data, assumptions, and methods of estimating, it is believed that even the roughest of the estimates are subject to an error of less than 10 percent while the best estimates probably vary by less than 1 percent; the over-all estimates are subject to an error of about 3 percent. Considering the primary purpose of the estimates, a study of the effects of coverage extension, the degree of error is not unreasonable.

Allowances for duplications resulting from the shift of workers from one industrial group to another have been made in all totals presented in table 12.

# Recent Publications in the Field of Social Security\*

## General

INTERNATIONAL LABOR OFFICE. *Report of the Director-General*. Geneva: The Office, 1947. 120 pp. (International Labor Conference, Thirtieth Session, Geneva, 1947. Report I.)

A survey of world economic conditions and trends in social policy serves as the background for a summary of ILO activities.

KUZNETS, SIMON. *National Product Since 1869*. New York: National Bureau of Economic Research, 1946. 239 pp. \$3.

Statistical tables, with introductory notes describing sources of data and procedures, in four parts—annual estimates of national product, 1919–43, tables by decades for 1869–1938, a discussion of the proportion of services in the flow of goods to consumers, and an analysis of national wealth since 1880 to show the formation of capital by categories of users.

WILLIAMS, GEORGE CROFT. *A Social Interpretation of South Carolina*. Columbia: University of South Carolina Press, 1946. 238 pp. \$3. Shows the "social implications of the natural resources and the human activities of South Carolina." Includes material on population, public health, economic and social conditions, poverty, and public welfare.

## Retirement and Old Age

AMERICAN ECONOMIC ASSOCIATION. "Papers and Proceedings of the Fifty-ninth Annual Meeting . . ." *American Economic Review*, Menasha, Wis., Vol. 37, May 1947, pp. 1–781. \$1.50.

Includes a section on the financial and economic aspects of social security which consists of two papers: Social Security in an Unstable World, by Lewis Meriam, and Financing Social Security, by Eliot J. Swan, followed by discussion by Harley J. Lutz, Selma

\*The inclusion of prices of publications in this list is intended as a service to the reader, but any orders must be directed to publishers or booksellers and not to the Social Security Administration or the Federal Security Agency. Federal publications for which prices are listed should be ordered from the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.

Mushkin, M. C. Urquhart, Edwin E. Witte, Ewan Clague, and Gerhard Colm.

KLUMPP, THEODORE. "The Future of the Older Worker." *Geriatrics*, Minneapolis, Vol. 2, May–June 1947, pp. 165–172. \$1.

Emphasizes the importance of the aged group and the need for more research into the problems of aging. Stresses the fact that aging is an individual process and that chronological age is no indication of mental and physical ability.

## Employment Security

DERBER, MILTON, and NETREBA, SIDNEY. "Money and Real Weekly Earnings During Defense, War, and Reconversion Periods." *Monthly Labor Review*, Washington, Vol. 64, June 1947, pp. 983–996. 30 cents.

"Employment Service Organization." *International Labour Review*, Geneva, Vol. 55, May 1947, pp. 373–395. 50 cents.

A survey of the employment service in nonmetropolitan territories and in Austria, China, Poland, the United States, and Yugoslavia.

"Federal-State Relationships." *Employment Service Review*, Washington, Vol. 14, June 1947, pp. 3–19. 10 cents.

A symposium by Federal and State administrators, including Robert C. Goodwin, William Haber, Stanley Rector, J. H. Bond, R. G. Wagenet, and Perry Faulkner, on the functioning of a Federal-State system of employment service.

## Public Welfare and Relief

NATIONAL COUNCIL OF SOCIAL SERVICE. *New Opportunities? Annual Report . . . 1945–46*. London: The Council, 1946. 38 pp. 1s.

The annual report of the coordinating and counseling agency for British social service organizations.

ROSNER, HENRY J. "Shadow Over the Nation." *Survey Graphic*, New York, Vol. 36, June 1947, pp. 330–332 f. 40 cents.

Analyzes the reasons for the increase in general relief cases and sets forth three concepts to guide the thinking of both citizens and public welfare officials.

SHIMBERG, MYRA E., and LOCKITT, ALFRED G. "Some Are Unable To Work." *Public Welfare*, Chicago, Vol. 5, July 1947, pp. 154–156. 50 cents.

A study of the potential employment capacities of single unattached persons receiving home relief in New York City.

## Health and Medical Care

"Commission on the Care of Chronically Ill Persons Submits 10-Point Program for Next Biennium." *Public Aid in Illinois*, Springfield, Vol. 14, May 1947, pp. 1–4.

The Commission's recommendations for providing adequate services and facilities and for extended research into the causes of chronic disease.

DAVIS, MICHAEL M. "Health Insurance as Miners Know It." *Survey Graphic*, New York, Vol. 36, June 1947, pp. 353–355 f. 50 cents.

Comments on the health conditions and medical care facilities of miners as revealed by the report of the Coal Mines Administration.

DUBLIN, LOUIS I., and VANE, ROBERT J. "Occupational Mortality Experience of Insured Wage Earners." *Monthly Labor Review*, Washington, Vol. 64, June 1947, pp. 1003–1018. 30 cents.

Based on a Metropolitan Life Insurance Company study of mortality experience among white male wage earners during 1937–39.

DUNN, HALBERT L. "Health and Social Statistics for the City." *American Journal of Public Health*, New York, Vol. 37, June 1947, pp. 739–743. 50 cents.

Discusses the present and potential use of the census tracts statistics collected and maintained by the Bureau of the Census.

NEW YORK ACADEMY OF MEDICINE. COMMITTEE ON MEDICINE AND THE CHANGING ORDER. *Medicine in the Changing Order*. New York: The Commonwealth Fund, 1947. 240 pp. \$2.

The Committee's report surveys the present health of the Nation, analyzes the quantity of medical services available, and recommends measures best adapted to meet the country's need for more and better medical care. Discusses medical care in urban and rural areas, the extension of public health services, the quality of medical care, preventive medicine, hospitals, nursing services, and medical insurance. The Committee favors the extension of voluntary prepayment plans, rather than compulsory insurance.







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## Periodicals

- Social Security Bulletin.* Monthly. Subscription price, \$2.00 in United States, Canada, and Mexico; \$2.75 in all other countries. Single copies, 20 cents.
- The Child.* Children's Bureau. Monthly. Subscription price, \$1.00 in United States, Canada, and Mexico; \$1.25 in all other countries. Single copies, 10 cents.
- Annual Report of the Federal Security Agency; Section Six, Social Security Board, 1946.* 25 cents.
- Social Security Yearbook, 1945.* (Seventh annual supplement to *Social Security Bulletin*.) 75 cents.
- Employment Security Activities.* Bureau of Employment Security. Monthly. Processed.
- Unemployment Compensation Interpretation Service—The Benefit Series.* Bureau of Employment Security. Monthly. Subscription price, \$3.50 a year; single copies, 30 cents.
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- Unemployment Insurance Claims.* Bureau of Employment Security. Weekly. Processed.
- Comparative Statistics of General Assistance Operations of Public Agencies in Selected Large Cities.* Bureau of Public Assistance. Monthly. Processed.
- Reasons for Opening Cases for Assistance.* Bureau of Public Assistance. Quarterly. Processed.

## Reports

- Principles Underlying Labor-Dispute Disqualification.* Bureau of Employment Security.
- Principles Underlying the Prevailing Conditions of Work Standard.* Bureau of Employment Security. Processed.
- Women Claimants—Problems in Determining Availability and Suitable Work.* Bureau of Employment Security.
- Staff Development Through the Administrative Processes* (Current Practices in Staff Training, Illustrations from State Public Assistance Agencies No. 5). Bureau of Public Assistance.
- Public Assistance Developments Set New Goals for Staff Training.* Bureau of Public Assistance.
- Public Assistance Goals for 1947.* Bureau of Public Assistance. Processed.
- Characteristics of State Plans for Old-Age Assistance, Aid to the Blind, and Aid to Dependent Children.* Bureau of Public Assistance. 35 cents.
- Social Insurance Financing in Relation to Consumer Income and Expenditures.* Bureau of Research and Statistics. 45 cents.

Pamphlets explaining the social security programs and the rights of individuals under these programs are available in limited quantities from the Administration's regional and field offices or from Informational Service, Social Security Building, Washington 25, D. C.

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